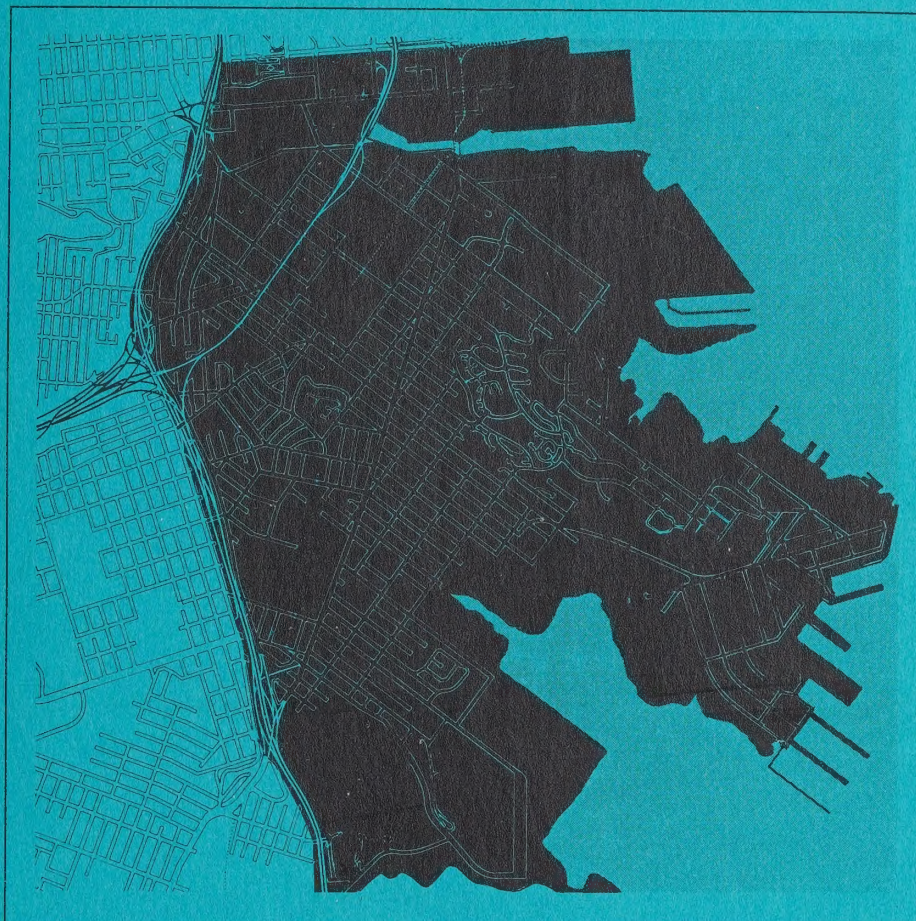


SOUTH BAYSHORE

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SOUTH BAYSHORE PLAN

Proposal for Citizen Review

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SOUTH BAYSHORE PLAN

A Proposal for Citizen Review

January 1994

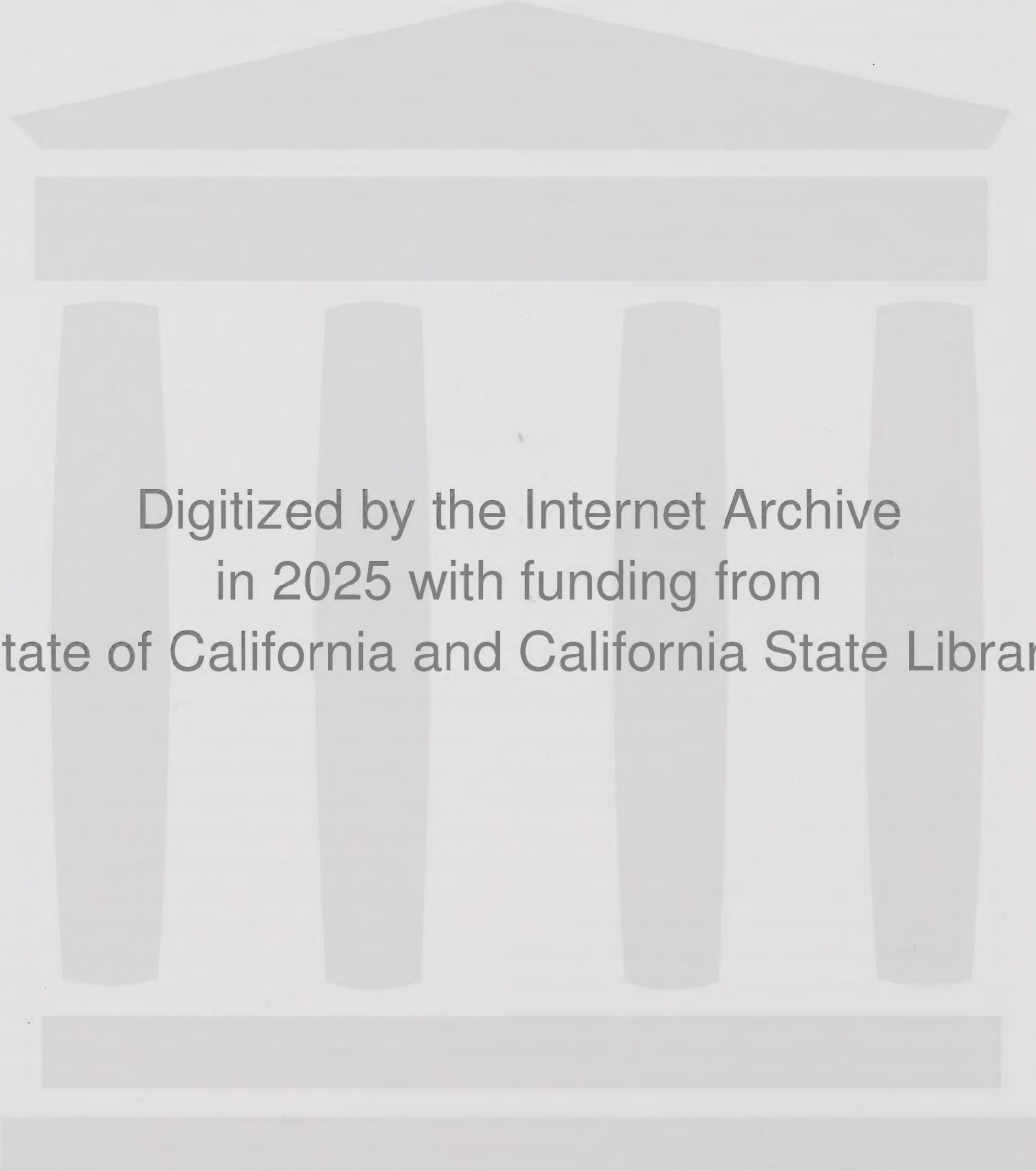
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SOUTH BAYSHORE

INTRODUCTION

This plan is a tool for residents and the City to guide the future development of the South Bayshore district of San Francisco. South Bayshore, commonly known as Bayview Hunters Point is a predominantly industrial and residential district. Historically it has been the location of the City's heaviest industries, some of its poorest residents, and its greatest concentration of public housing: characteristics which frequently placed it outside the mainstream of San Francisco life. But today South Bayshore is a critical junction as urban growth is proceeding in a southeast direction toward where South Bayshore is located, creating a situation whereby its problems can be translated into major opportunities for community, citywide and regional progress. Projects along the southeast corridor of San Francisco, such as South of Market, Mission Bay, and the Bayshore Corridor, is increasing the significance of South Bayshore in the future development of the City as a whole. This plan, based on seven years of citizen input, seeks to provide guidelines for realizing South Bayshore's growth potential in a manner that is in the best interest of the local residents and the city as a whole.

VALUE OF CITIZEN INPUT: MAKING A MASTER PLAN STRATEGIC AND EFFECTIVE

By state mandate a master plan consists of elements that cover all aspects of a community's development, including Land Use, Transportation, Housing, Commerce, Industry, Recreation and Open Space, Urban Design, Community Facilities and Services, and Public Safety. The comprehensive scope of a master plan is essential for South Bayshore because the issues it faces -- economic development, jobs, affordable housing, land use compatibility, environmental conservation and restoration, truck traffic, neighborhood security and livability -- are as varied and complex as those faced by the city as a whole. Yet, to be effective, a master plan must not only have breadth, it must have focus. Its diverse elements and policies must be consistent with each other to form a coherent whole, and this whole must be relevant to the real experiences of the people and to the actual challenges and opportunities facing the community and the city.

The citizen input process for the South Bayshore Plan was instrumental in giving focus to this comprehensive plan. The citizen input process has been broad and inclusive during the entire seven-year period devoted to the making of the plan. The process was open to citizen comments on a citywide basis with primary comments coming from the

Bayview Hunters Point community which will be most impacted by the plan. The citizen input from Bayview Hunters Point was especially helpful in uncovering the basic underlying issues that most directly affect the city and that provide the basis for making the plan a coherent whole.

Of primary significance was the last round of citizen input that occurred from November 1991 through April/May 1993. This last round occurred in response to the first public hearing on the proposed South Bayshore Plan held before the City Planning Commission in November 1991. At this hearing Bayview Hunters Point residents and representatives from various citywide organizations expressed strong opposition to various policies in the plan. Among Bayview Hunters Point residents there was widespread concern that the plan would be used as a tool for their displacement. They were also concerned that the plan did not have adequate policies for assuring that local residents would benefit from growth occurring in the area.

To a large extent these concerns are legitimate. Research of 1990 census data that became available during the last round of citizen input showed that displacement has been occurring at a significant rate over the past decade, particularly among the African American population. The displacement, however, is occurring not so much as a result of the proposed plan's policies as of natural demographic and market forces. Moreover, displacement of the African American population is occurring not just in Bayview Hunters Point, but on a citywide basis. A summary of 1980 and 1990 census data showing these trends, along with a summary of citizen written and oral comments on the proposed plan, are included in the Appendix.

UNDERLYING NEEDS AND GOALS

Citizen response to the written surveys reveals that the vast majority of residents, over 90%, support development and implementation of a comprehensive plan to guide the future of South Bayshore. In effect, majority citizen opinion is that the plan should abate the market forces contributing to the decline of the local population and conflicts between different land uses while encouraging those market forces that improve the economic status of local residents and provide them with a more supportive and attractive land use environment that increases

their property values. As shown in the Appendix, the residents identified a number of specific goals and objectives for the future. These specific goals and objectives can be summarized into two broad needs which form the underlying focus for tying the program into a coherent whole:

- The need to arrest the demographic decline of the local population, particularly African Americans, and improve its economic position by giving greater priority to job and business growth than to housing growth.

- The need to harmonize different land uses, particularly elimination of conflict between housing and industry, elimination of truck traffic through neighborhood residential and commercial areas, and completion of the crosstown tunnel as part of the approved Waste Water Master Plan.

These two needs are closely interrelated. The demographic and economic decline of the local population, to a large extent, find their roots in land use imbalances and deterioration in the physical environment. Accordingly, improvements in the land use and physical environment will be needed to provide a basis for stabilizing and improving the economic status of the local population.

Analysis of census data clearly shows demographic and economic decline over the past decade. Demographic decline among the African-American population is citywide, as San Francisco's African American population dropped 10% between 1980 and 1990. No other ethnic group has come close to a similar rate of decline. The city's white population also declined in size, but at a smaller rate than African American population, at 2%. In contrast, there has been dramatic increases in the sizes of the Asian and Hispanic population. Hence while in 1970 African Americans were the second largest ethnic group in San Francisco, today they are the fourth largest.

During this decade of demographic decline among the city's African American population, South Bayshore has emerged as the district with the largest African American population. It was the only district in the city to experience an absolute increase in the size of its African American population, which grew from 15,769 in 1980 to 17,395 in 1990. In effect, Bayview Hunters Point replaced Western Addition as the center of San Francisco's African American population, as Western Addition's population dropped from 18,551 to 14,279 during the same decade.

Although South Bayshore has emerged as the center of San Francisco's African American community, the economic status of this role is tenuous at best. The number of African American residents increased in absolute size, but they decreased in percentage terms from 73% of the total population in 1980 to 62% in 1990. More importantly, living conditions have grown worse over this decade. The percentage of home ownership declined over 8% in the district as a whole, and, over 10% from 57% to 45% among African American households. During the same time the percentage of persons living in poverty has increased from 25% to 30%, unemployment has nearly doubled from 5.5% to 10%, and the percentage of female headed households has increased by almost 10%, from 31% to 40%.

More deeply rooted than these social and economic trends is the legacy of South Bayshore as a heavy industrial area. For over a century, at least since 1868, when the City and County of San Francisco, by State legislature mandate, designated South Bayshore's northern area, thereafter known as "Butchertown", to carry on the business of slaughtering beef, cattle, hogs, sheep, and calves, South Bayshore has been the locus of some of the city's most noxious and unhealthy heavy industries, including steel manufacturing, ship repair, junk yards, and auto wrecking. While these industries were integral to the city's economic base and an important source of high paying blue collar jobs, many were established prior to modern land use, coastal, and environmental regulation. Extensive land fill was carried out along the entire bay line with little regard for soil stability and toxicity. Many of the industries were open-air and emitted soot, dusts, feathers, noxious odors and other pollutants to adjacent and nearby residential areas. The development of South Bayshore as a predominantly industrial and residential area was thereby achieved at extensive costs to environmental health and through extensive conflict between housing and industry.

Since 1950 the worst forms of these environmental and land use problems have abated as the implementation of environmental, land use, and coastal regulations, coupled with redevelopment and functional obsolescence, have given way to newer cleaner industrial areas, particularly in the India Basin industrial area. Yet, ironically enough, over the past decade these problems have resurfaced in a less intense, yet nonetheless critical form as land use conflicts in the South Basin industrial area have become

linked to the demographic and economic decline of the South Bayshore community.

The backdrop to the current land use and economic problems affecting South Bayshore begin with the closure of the Hunters Point Naval shipyard in the early 1970s. When the shipyard was under active use by the United States Navy from World War II to 1970, it provided over 10,000 jobs and was one of the most important sectors of the city's economic base. In addition to its regional importance as a supplier of jobs, it was the backbone for the local South Bayshore economy. Its worker population and the residential population in the area comprised a consumer market of over 75,000 people that helped to make Third Street the primary commercial artery in the district and one of the more thriving retail areas in the city. Closure of the shipyard along with the demolition through redevelopment of the old wartime public housing served to decimate this market and thereby lead to the present physical and economic decline of Third Street. For example, between 1950 and 1970 South Bayshore's residential population dropped from over 50,000 to under 20,000. When one adds to this drop the loss of the worker population that occurred with the closure of the shipyard, one gets some sense of the role that the decrease in market size has played in the economic decline. True, much of Third Street's present lack of retail vitality is due to leakage, whereby many existing residents shop outside the area thereby taking away dollars from their neighborhood commercial area. But this leakage is the after-effect of the tremendous drop of market size that occurred after 1960 with the closure of the Hunters Point Naval shipyard and the massive clearance of public housing units on Hunters Point Hill.

Since 1980 population and housing growth has begun to increase again in South Bayshore. Much of this growth is due to the new housing constructed through redevelopment in the Hunters Point Hill project. Much of it is also private-market driven. Indeed for the first time in South Bayshore history, significant private market growth is occurring in the district. New housing is growing at a more rapid rate than in other low density districts.

The problem with this new growth in South Bayshore is that virtually all of it is restricted to housing, symptomatic of a great shortage and demand for affordable housing in San Francisco. However, very little new growth has occurred in the industrial, heavy commercial, or institutional sectors which are capable of creating significant

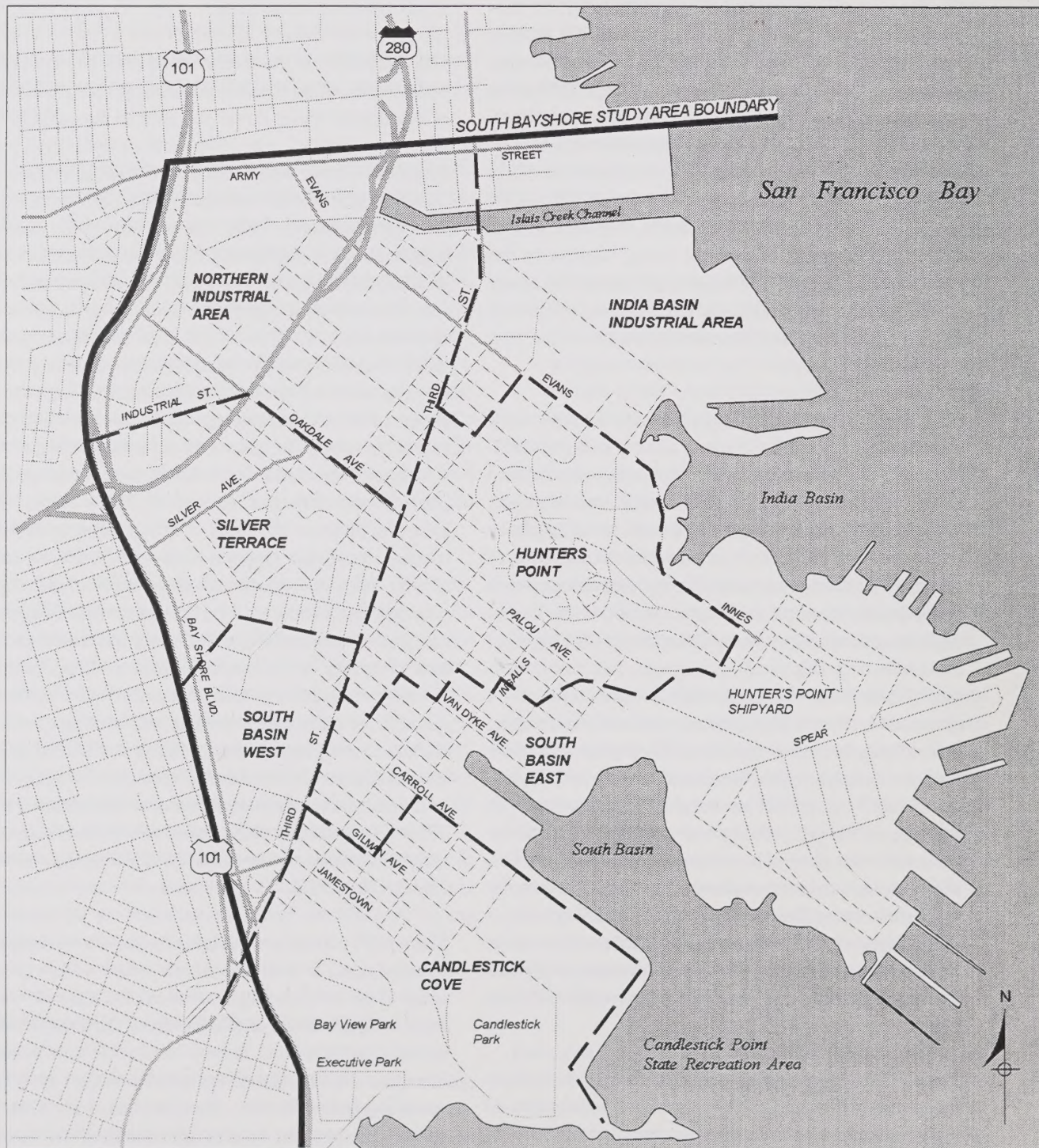


Figure 1
SOUTH BAYSHORE STUDY AREA AND SUB-DISTRICTS

numbers of new jobs that could address the unemployment problem in South Bayshore and the city as a whole. The nonresidential growth occurring over the past decade has been primarily in warehousing and more recently in recycling, neither of which have generated enough jobs to significantly address the unemployment problem in the southeast section of the city.

The skew of growth primarily toward housing, and to a much lesser extent toward warehousing and recycling, is symptomatic of the latest form of land use imbalance in South Bayshore. This imbalance is linked to demographic changes and economic decline that have occurred in the district over the past decade. The primary locus of land use imbalance is the eastern edge of the South Basin industrial area adjacent to the Yosemite Canal and the Candlestick Point State Recreation Area. Unlike the India Basin heavy industrial area which is generally insulated from the residential areas of South Bayshore, the South Basin industrial area is located directly adjacent to primary residential areas of the district. At the eastern edge of South Basin there are a number of very different, frequently conflicting uses existing adjacent or in close proximity to one another; including the Yosemite Canal, the State Park, Bayview residential neighborhoods, the Alice Griffith public housing project, and the Candlestick Park Stadium. Over the past twenty years, many of the industrial parcels at this eastern edge have remained vacant, underused, or served as storage yards for automobiles and metal equipment. More recently, a couple of recycling operations have become established in the area, but none of the active uses have provided a healthful and attractive environment for the State Park and nearby residential areas. None have helped to reduce the land use conflicts in the area.

The relationship between these diverse uses is uneasy. There is no clear transition between different use areas. Many of the storage yards are eyesores. Vacant parcels are frequently used for illegal dumping or for spillover parking when the Stadium has sold-out crowds for major events. Since there is no easily accessible public transit to the stadium, most patrons use their private automobiles, frequently creating significant congestion and parking problems on major event days. Industrial operators surveyed for the [South Bayshore Issues Report](#) complain of security as the most significant problem. They also complain that there are no amenities, such as cafes,

restaurants, outdoor lounging areas, etc., for their employees. Because of chronic land use and circulation problems, the area is not working well for any given use, whether industry or housing.

Because these severe land use conflicts are located on the east side of Third Street, they are also linked to the factors contributing to the demographic and economic decline of South Bayshore's residential population, particularly the predominantly African American neighborhoods. Prior to 1980 all census tracts in South Bayshore, those on the west side of Third Street and those on the east side of Third Street, were predominantly African-American. By 1990 only those census tracts on the east side of Third were predominantly African-American. Thus the African American population has become concentrated in those portions of South Bayshore with the most severe land use conflicts and unhealthy unattractive environment. It is this type of physical and environmental situation which is causing many African American homeowners to leave San Francisco primarily for the East Bay where housing is cheaper and the neighborhood environment more attractive and livable. Vigorous public action governed by strategic planning and sensitive urban design will be needed to solve the land use and economic problems on the east side of Third.

PLAN STRATEGY

The primary problem facing the development of an effective implementation strategy for South Bayshore's master plan is the conflict between the increasing growth in private housing and the widespread citizen desire for job growth. One of the major objections that Bayview residents had to the previous draft of the South Bayshore Plan was the priority this earlier draft gave to housing growth. In the last round of citizen input residents made clear, to a point of virtual unanimity, that the Plan should give greater priority to new business and job growth than to housing growth or otherwise existing residents would not have the financial means or income to afford the new housing and hence be displaced, albeit by private market force. The underlying strategy of this revised plan then is to provide a systematic approach for overcoming this conflict.

Overall there does not have to be conflict between housing growth and job growth. If appropriately guided and located, housing growth can be the means to job growth. It can be used to attract major new business and employment for residents in Bayview and other parts of the city. Essentially the growth of 1,000 new private market units in Bayview over the past decade is a healthy sign. It means that for the first time in the history of the district, middle income residents are willing to buy homes and live in the district and banks are willing to invest there without governmental subsidies or intervention. Housing growth also has the spin-off benefit of creating temporary construction jobs and contracts for minority workers and entrepreneurs in the district.

The primary challenge is to create significant job growth that directly benefits Bayview Hunters Point residents. Meeting this challenge is not so much a matter of finding space for economic development as of improving the investment horizon for business activity. As a predominantly residential and industrial district, Bayview Hunters Point has more than enough vacant and developable space in each of its use areas to solve its social and economic problems. For example, a major new employer in Hunters Point Shipyard alone could provide more than enough new jobs to hire all of the unemployed in the district. This is in addition to the space needed to retain the existing shipyard tenants and to encourage new start-up businesses and incubator industries for local residents.

The underlying strategy then becomes one of creating the necessary land use and market conditions to make Bayview Hunters Point a desirable place for major employers to invest in the district. Major employers, whether industrial, heavy commercial, or institutional, need land where they can thrive and flourish undeterred by competing uses. Housing growth, rather than being an obstacle to attracting business growth, can be a means for such attraction. It, along with supporting retail uses, can be used to eliminate the remaining land use conflicts in the district, improve the district's appearance and vitality, and thereby attract new business activity to appropriately located areas.

The most appropriate location where new industrial activity can grow unfettered is Hunters Point Shipyard. As a Superfund site under the federal Environmental Protection Agency, it faces a long-term toxic clean-up program before it can be redeveloped. But given its size, 550 acres, long term planning would be needed to attract

a major developer, even if the site were clean. Thus a reuse plan for the shipyard can be developed in tandem with the toxic clean-up program. More appropriately, in strategic terms the re-use plan should be used to drive the basic clean-up program. If a major user can be found with a strong financial interest in locating on the site, this would have the effect of defining and expediting implementation of the clean-up program.

One of the primary advantages of steering new industrial, heavy commercial, or institutional growth to the shipyard is that it would help to clarify and improve the land use pattern and appearance of the areas surrounding the shipyard. Presently these surrounding areas are a deterrent to attracting major investors to the shipyard because of their adverse land use conflicts, particularly in the area around the Yosemite Canal at the eastern end of South Basin. New industries seeking to locate in this area must compete with an array of conflicting adjacent and nearby uses, including the State Park, Alice Griffith public housing, the Candlestick Park stadium, and Bayview residential neighborhood, as well as contend with significant traffic and parking problems. Because of these inherent land use conflicts and circulation problems, the eastern end of South Basin does not provide space for industry to grow and flourish on either a short-term or long-term basis.

Housing with supporting retail and open space, coupled with extensive rehabilitation of the Alice Griffith public housing project, could help to abate the land use conflicts in this area through sensitive urban design. This in turn would help to conserve and improve the appearance and vitality of all the affected uses, including the core of the South Basin light industrial area, the Bayview residential neighborhoods, Alice Griffith public housing, and the State Park. It would also create an opportunity to establish a thoroughfare from South Basin through the shipyard to the India Basin industrial area which would provide a viable alternative for directing industrial truck traffic off of Third Street and residential streets.

The underlying strategy proposed in this plan is therefore to use the housing growth presently occurring in South Bayshore to attract business and job growth. The most appropriate area for businesses and jobs to grow and flourish in South Bayshore is the Hunters Point shipyard, where such uses can be physically insulated from residential neighborhoods. A major element in this strategy is to

improve the land use pattern and appearance of the areas surrounding the Shipyard, which in turn would make the shipyard more attractive to private investors. The surrounding areas most in need of improvement are the industrial lands around Yosemite Canal. This plan refers to this area as the Candlestick Point Perimeter because of its adjacency to the Candlestick Point State Recreation Area.

Accordingly, along with the proposed Third Street revitalization policies, the primary rezoning proposal in the South Bayshore Plan is the Candlestick Point Perimeter rezoning. Under this proposal, approximately 20 acres of marginally used industrial land would be rezoned to residential, creating a potential for approximately 1,000 low-to-moderate density housing units supported by retail and open space amenities serving both the surrounding residential and worker population. The objective of this proposal is to improve the land use pattern, circulation routes, and physical appearance of the areas approaching the southern entrance to Hunters Point shipyard, and thereby making the shipyard more attractive for major private investment that can create business and job opportunities for local residents in South Bayshore and the city as a whole. Spin-off benefits would be to appreciate and stabilize property values of the surrounding residential neighborhoods, conserve and stabilize the predominantly African American neighborhoods on the east side of Third Street in order to maintain ethnic diversity in San Francisco, and improve security and create amenities for workers in the core of the South Basin light industrial area.

The other major proposal in the plan calls for the revitalization of Third Street. As the primary artery running through the middle of the South Bayshore district, Third Street has a significant influence on investment attitudes toward the district as a whole. The major rezoning aspects of this proposal call for lowering the height limit of the commercial core of Third Street from 105 feet to 40 feet to preserve existing neighborhood character and for creating a special use district that prohibits new liquor stores on the street. At present Third Street suffers from an overconcentration of liquor stores and a lack of essential neighborhood retail services. This overconcentration is probably the biggest factor contributing to the leakage of retail dollars from the district, whereby residents avoid Third Street and travel to shopping centers outside the district for most of their retail needs. By prohibiting

establishment of new liquor stores, the Special Use District proposal seeks to encourage healthier, more essential retail uses that will encourage local residents to again shop on Third Street.

The Third Street revitalization proposal also calls for using housing growth to stimulate job and business growth. At present, Third Street has a low-scale building horizon. Although it serves as the primary commercial strip for the district, most of its buildings are no more than one or two stories high. There is little need for net new commercial space since the section of Third Street running through South Bayshore is over 32 blocks long with the ground floors of most buildings devoted to retail or wholesale activity. What is needed is housing over commercial, similar to what exists on most active neighborhood commercial districts in San Francisco. Construction of flats over retail with good urban design would greatly help to improve the appearance of Third Street and enhance its role as the activity center of South Bayshore. Moreover, by bringing more pedestrians onto the street it would help to increase the consumer base for merchants, thereby making retail activity more vital and secure.

The Third Street and Candlestick Perimeter proposals are the nuclei for making the South Bayshore master plan an effective and implementable plan. Attached to these proposals are a number of other proposals and policies that reflect citizen input and are designed to strengthen the plan's function for bringing about real change that is in the best interest of Bayview Hunters Point residents and the city as a whole. These ancillary proposals and policies are contained in the appropriate master plan elements that follow this introductory chapter. Below is a brief summary of some of the more significant proposals:

- Conserve and enhance low density character of existing residential areas
- Construct the crosstown tunnel to complete the Waste Water Master Plan
- Protect and where possible expand industrial areas that offer greatest potential for increasing local job and income opportunities and strengthening and diversifying the economy of the city as a whole
- Develop light rail from Downtown through Bayview, preferably along Third Street

- . Protect existing open space and acquire new well-designed open spaces giving special attention to the vacant triangular blocks on Third Street that could help to soften the visual appearance of the street
- . Improve the overall environmental quality of South Bayshore
- . Conserve the archeological and cultural heritage of South Bayshore's aboriginal population.
- . Give special priority to eliminating poverty and providing Bayview residents with the necessary skills and opportunities for full participation in the private market economy
- . Fully integrate Bayview Hunters Point into the economic and cultural fabric of San Francisco as a whole, giving special attention to reuse of Hunters Point Shipyard as a means of diversifying San Francisco's economy and increasing its technological linkages with the regional and international economy

Policies giving priority to Bayview Hunters Point residents for training, employment, affordable housing, and related opportunities will apply to the maximum extent legally feasible to the entire district. How these policies are developed and implemented will be consistent with citizen input and participation. While this master plan calls for revitalization it is not a redevelopment plan. Whether or not tools such as redevelopment are used to bring about these opportunities will be a matter of choice for citizens and the city's policy makers. The only stipulation in the master plan, outside of the rezoning proposals and environmental certification, is that no residents have their homes taken from them and no resident is displaced. The rezoning proposals are applied to areas of greatest land use conflict between housing and industry and where the stability of existing residential and industrial areas is most threatened. Also, special attention will also be given to restoring natural areas that form key points in South Bayshore's topography; especially Islais Creek, Yosemite Canal, Bayview Hill, and the potential for landscape design improvements along Third Street.

In some cases, to better balance job growth with housing growth there would be trade-offs. Areas currently zoned for industrial use will be proposed for rezoning to housing to eliminate severe land use conflicts and achieve a more supportive environment for conservation or growth, as appropriate, in each affected use. At the same time in industrial areas that are physically insulated from residential areas restrictions would be placed on housing growth so that business in those areas can expand without risk of encroaching on residential areas and uses.

LAND USE

ACHIEVE FAVORABLE BALANCE AMONG RESIDENTIAL, INDUSTRIAL, COMMERCIAL AND OPEN SPACE USES; STIMULATE DEVELOPMENT IN UNDERUSED AND DECLINING AREAS; PROTECT LOW SCALE PHYSICAL CHARACTER; INCREASE PEDESTRIAN-ORIENTED NEIGHBORHOOD COMMERCIAL AND SOCIAL ACTIVITIES.

Overall, South Bayshore has an established land use pattern with industry and housing as the dominant uses. The horizon of industrial, residential, and other buildings tends to be low, rarely over three stories high, which helps to maintain definition of the district's natural topography. Conflict between housing and industry has abated over the past few decades, but significant conflicts still remain: primarily on the eastern edge of the South Basin industrial area which abuts the Candlestick Point State Park, the Yosemite Canal, the Alice Griffith public housing project, and Candlestick Park Stadium; and through the heavy circulation of industrial truck traffic through neighborhood residential and commercial areas. Also, on several blocks in South Basin, housing and industry exist directly adjacent to each other. Outside of these areas of conflict, other major industrial areas, particularly India Basin and Hunters Point Shipyard tend to be physically insulated from residential areas.

While South Bayshore's general land use pattern is already established, the district nonetheless lacks the vitality and vibrancy that exist in most other San Francisco districts. The lack of vitality and vibrancy is most visible in the retail sector along Third Street. To some extent, this is due to the low density demographic structure of South Bayshore and its low building scale. It is also

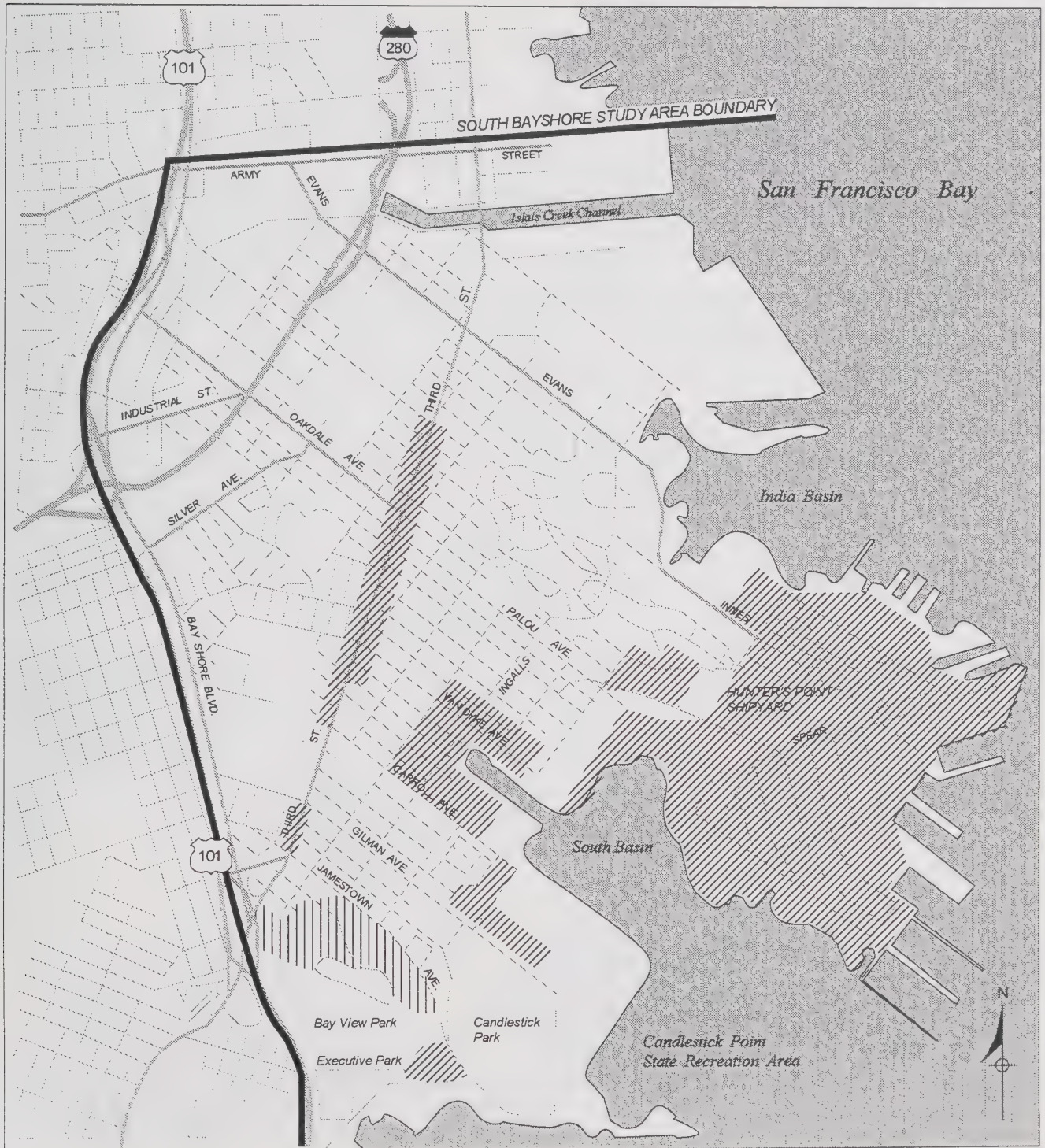


Figure 2
POTENTIAL DEVELOPMENT SPACE: SOUTH BAYSHORE*

**Does Not Include Approximately 150 Infill Sites*



Potential Development Space



Bayview Hill: Potential Cultural, Visual, Archeological, and Open Space Resource
Potential Low Density High Quality Residential Area

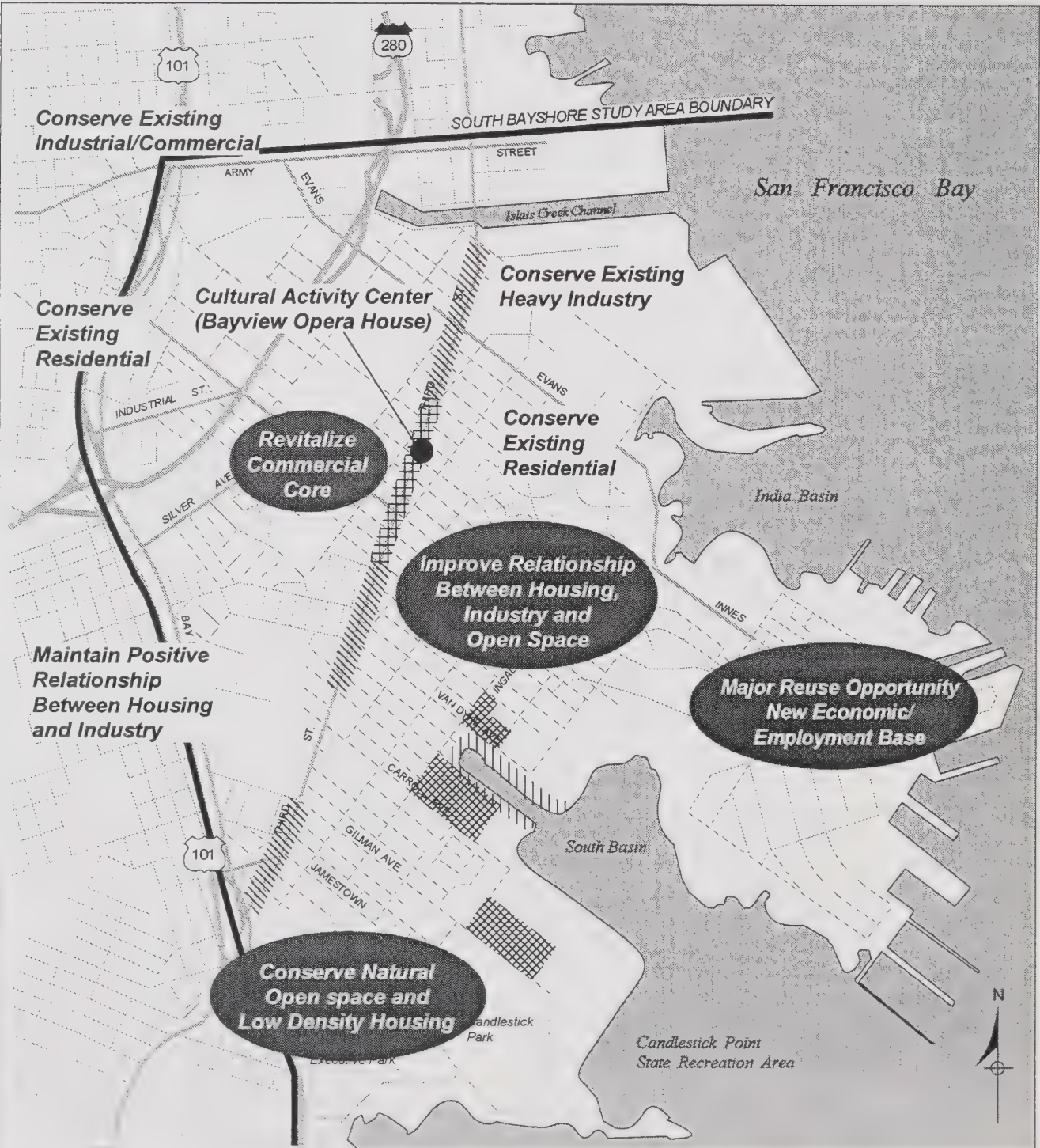
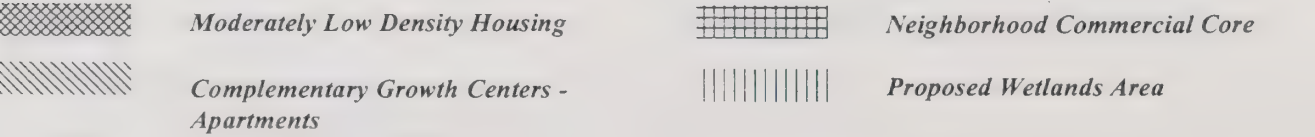


Figure 3
CONSERVATION AND REVITALIZATION PROGRAM SUMMARY



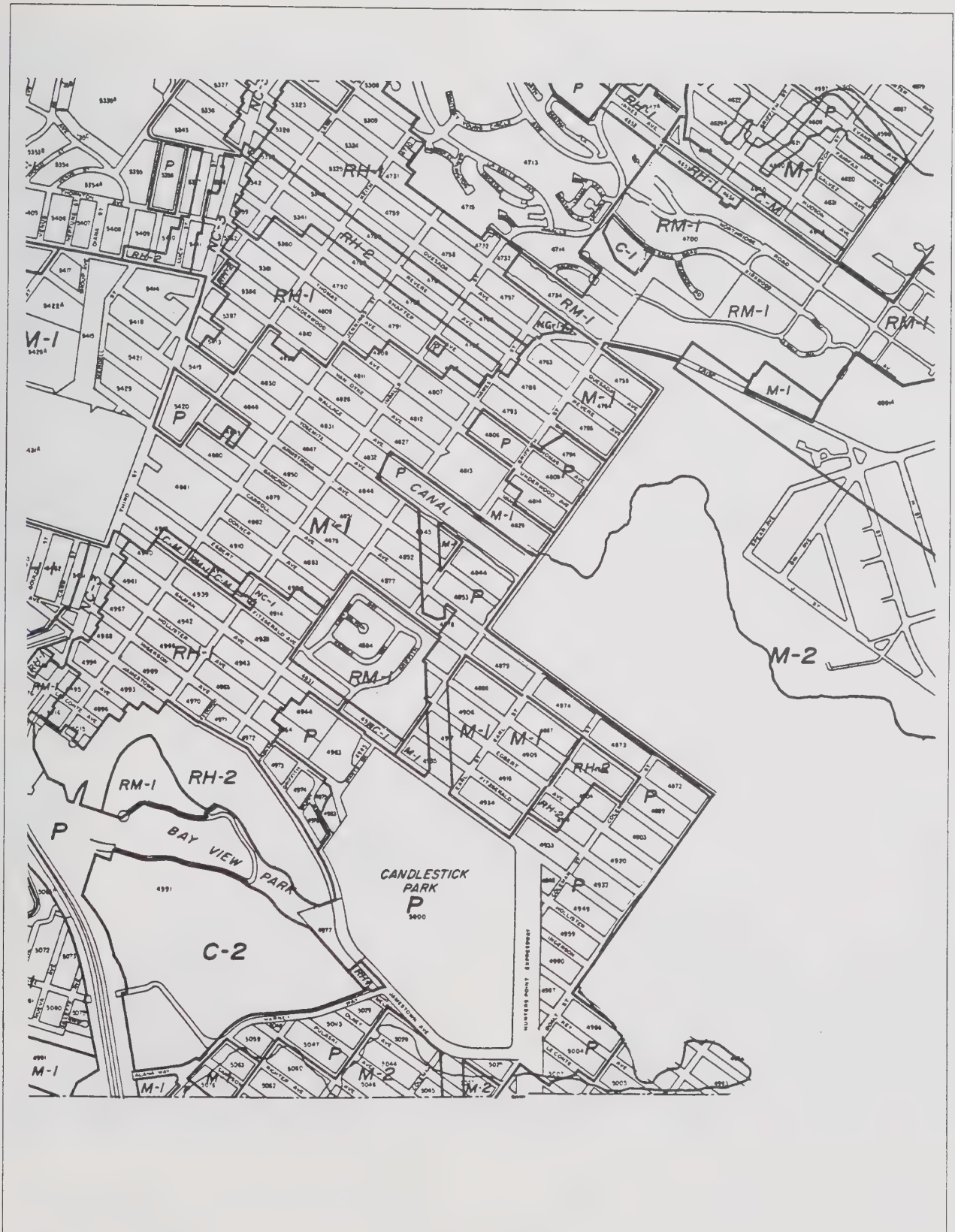


Figure 4
EXISTING ZONING DISTRICTS

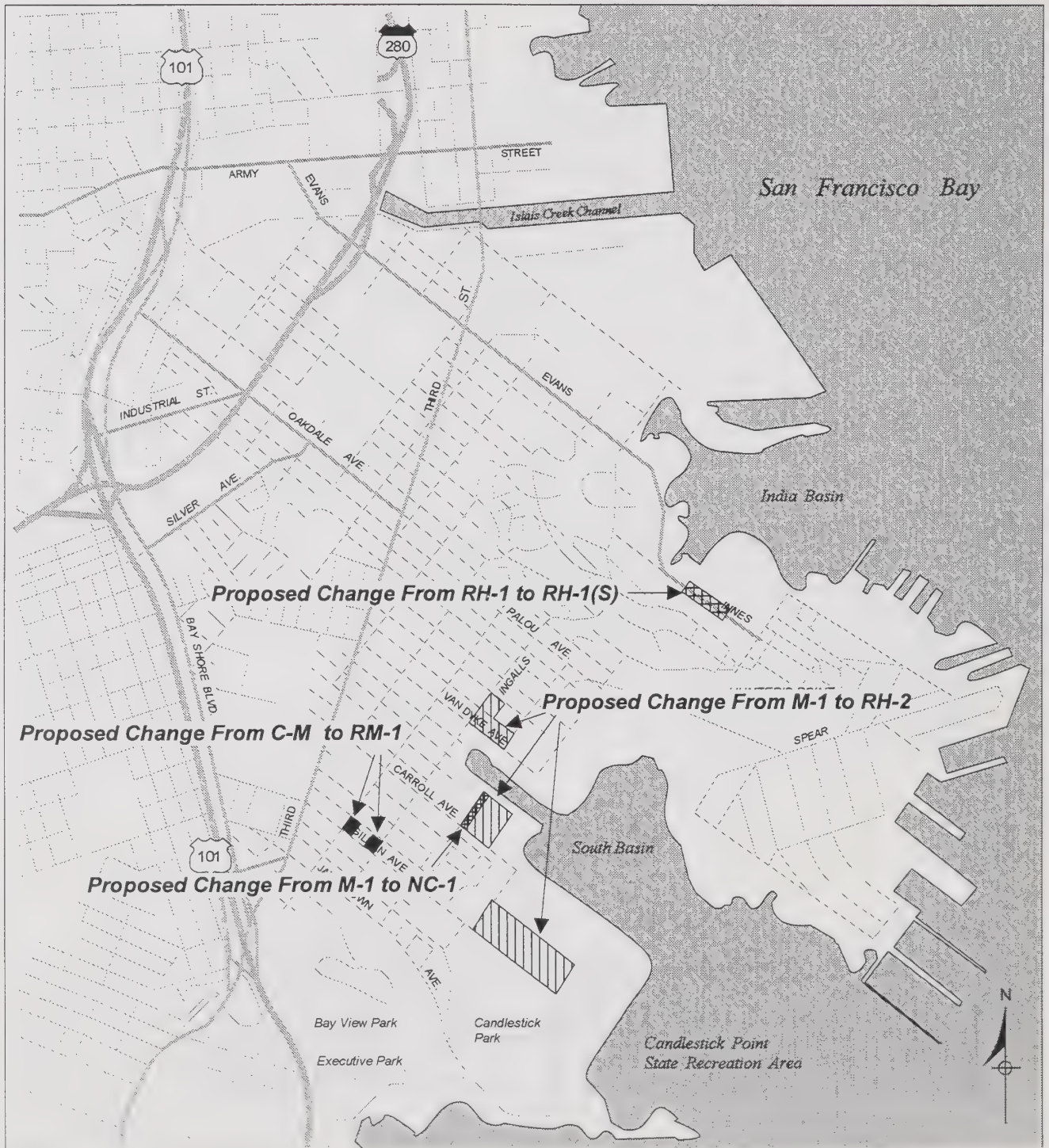


Figure 5
PROPOSED ZONING DISTRICTS

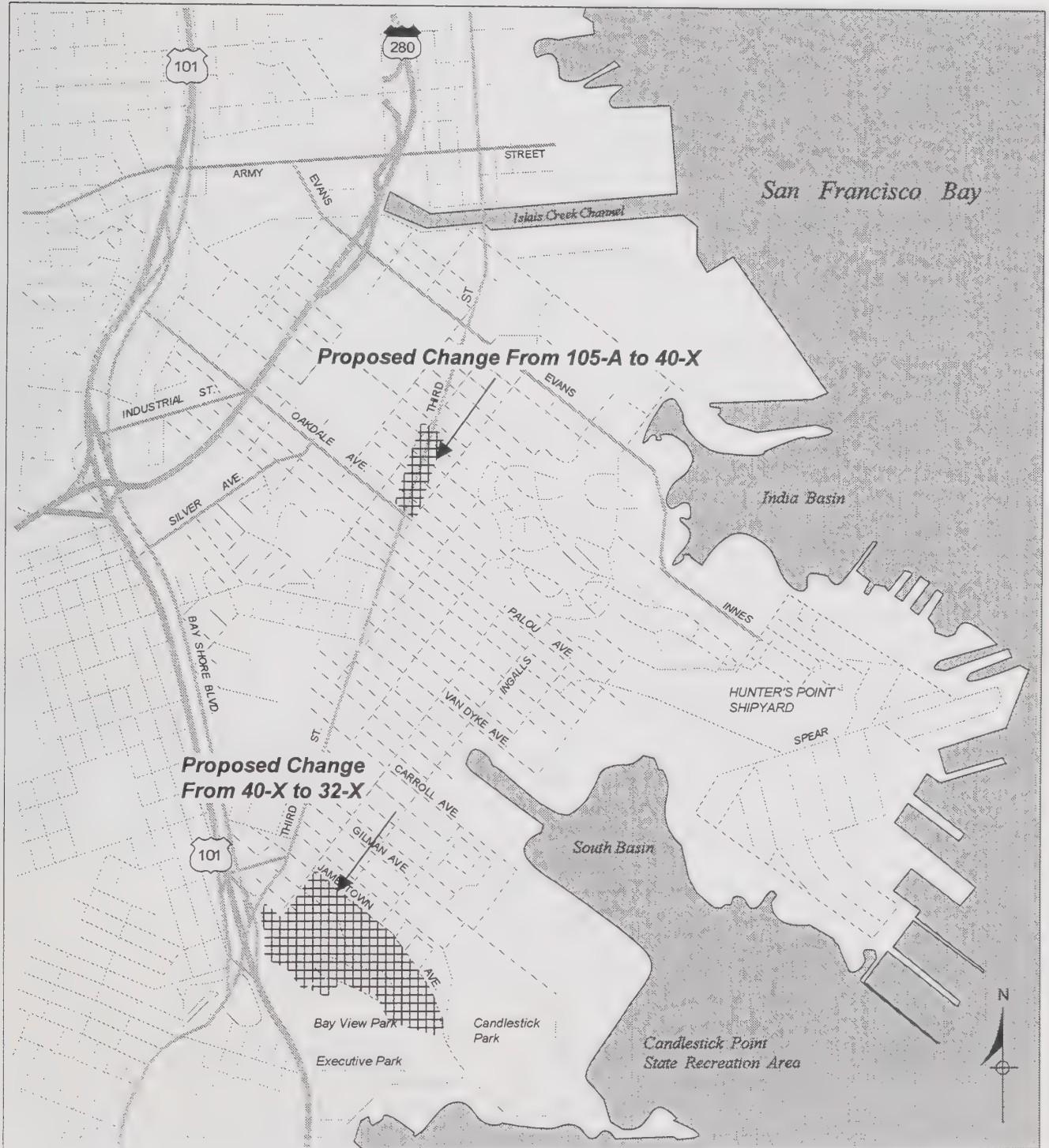


Figure 6
PROPOSED HEIGHT AND BULK

due to a lack of development in many areas. While each use area is largely built up, each also has a fairly large amount of vacant and underused parcels. For example, Bayview Hill, a major residential area, is largely undeveloped. Hunters Point Shipyard, the single largest industrial area in the district, has not been fully utilized since its closure as a naval ship repair facility in 1974. And much of the eastern edge of the South Basin industrial area along the State Park is vacant and underused. Of these larger vacant and underused areas in South Bayshore, the eastern edge of industrially-zoned land in South Basin is the most problematic in terms of fostering land use disharmony. Located adjacent to the State Park, a healthy light industrial area, a public housing project, and single family residential areas, it functions as a sort of 'no man's land' where illegal dumping and vandalism are common. Building up this area to clarify and improve the relationship between the diverse adjacent healthy uses could be of significant benefit to the district as a whole.

The lack of vitality and vibrancy in South Bayshore's land use pattern is also due to social and economic factors. In many ways, the district's economy has never fully recovered since the closure of Hunters Point Shipyard in 1974. The Shipyard has traditionally functioned as the economic base of the Bayview Hunters Point community. The loss of jobs and income associated with the closure of the naval ship repair activities at the Shipyard has exacerbated social and economic problems in the district. For example, very few South Bayshore residents shop regularly on Third Street, the district's primary commercial area, even though it is centrally located in relation to the residential neighborhoods. Shoppers are deterred by the general unattractiveness of many portions of the street, the lack of variety in essential neighborhood-serving retail uses, the empty storefronts, and the overconcentration of liquor stores. Third Street has assumed this character during the years since the closure of naval ship repair activities at the Shipyard. Closure of the Shipyard coupled with a dramatic decline in population due to clearance of the old war housing on Hunters Point Hill undercut the market structure needed to make Third Street a vital shopping area. Presently there is little incentive for private investment on the street. Public actions will be needed to make it more attractive for private market activity.

Problems on Third Street, underuse of the eastern edge of South Basin, as well as the underused state of Hunters Point Shipyard, suggest that the key to policies for revitalizing South Bayshore is to adopt a strategy of using housing growth presently occurring as means of attracting business and job growth that directly benefit existing Bayview residents. The amount of vacant land, concentrated and dispersed, that exists in South Bayshore provides ample room to implement this strategy without diminishing the low density family orientation of existing residential areas and without threatening the economic vitality and growth of established industrial areas. Stimulating revitalization of Third Street presents a special problem because most of it is already built-up and because the existence of major social problems places a formidable constraint on the ability to remarket the land for healthier uses. Nonetheless, over the long run, an increase in population, both residential and worker, should provide the necessary market stimulus to begin to change the general character of Third Street and attract healthier uses.

OBJECTIVE 1

DEVELOP A CLEARER RELATIONSHIP AMONG DIFFERENT LAND USES TO IMPROVE OVERALL LAND USE PATTERN AND STIMULATE THEREBY BUSINESS AND EMPLOYMENT GROWTH TO COMPLETE HOUSING GROWTH AND MAKE HOUSING MORE AFFORDABLE FOR EXISTING RESIDENTS.

POLICY 1

Improve the relationship between housing and industry along the perimeter of the Candlestick Point State Recreation Area.

One strategic subarea for using housing growth to stimulate long term economic and employment growth is the perimeter of the Candlestick Point State Recreation Area. The boundaries of this subarea are shown in Figure 7. A description of existing characteristics and estimates of potential housing growth are shown in Table 1. The boundaries include, in an irregular pattern, Underwood Avenue on the north, Ingalls and Griffith Avenue at the

west, Gilmer Avenue on the south, and Donahue on the east. Four of the blocks in this subarea (Assessor's Blocks 4917, 4918, 4934, and 4935) are currently used for off-street parking for Candlestick Park stadium events. According to the Recreation and Park Department, this off-street parking will be needed until 2008. Conditional use approval should therefore be required for any new development proposed for any of these blocks.

This subarea covers over twenty acres. The majority of this acreage, over eighty percent, consists of vacant and underused land southward of the Yosemite Slough between the State Recreation Area, Alice Griffith Housing project and Candlestick Park. Most of the land is currently zoned M-1, but with the establishment of the Candlestick Point State Recreation Area as the primary adjacent use, it is becoming more suitable for housing. The Yosemite Canal is proposed as a wetlands area by the Master Plan for the Candlestick Point State Recreation Area. Parcels immediately surrounding the canal presently include uses, such as auto wrecking yards, that would not provide a positive supportive environment for the proposed wetlands area. These parcels should be rezoned for residential use in a way that enhances development of the Yosemite Canal as a proposed wetland area.

The Alice Griffith public housing project to the west which is scheduled for improvement should be incorporated in an overall program to stimulate new housing growth. The Alice Griffith site includes a large tract of vacant land, over 120,000 square feet, owned by the Housing Authority. This provides an opportunity for the Housing Authority to be a major partner in the overall housing development proposed for the Candlestick Point Perimeter area and assure that the total amount of new housing include a mixture of middle, moderate, and low income housing units that is reflective of the current demographic character of South Bayshore.

Since various portions of the proposed Candlestick Point Perimeter area front Ingalls and Carroll Avenues, which are established truck routes, it is essential that any housing developed on this frontage be adequately insulated from the adverse effects of heavy traffic through sound walls, back lot treatments, and other engineering and design measures as necessary. Also, soils in the area will need to be tested for the presence of toxic materials, with clean-up required to remedy any hazardous conditions. Like much of the existing southeast shoreline, the Candle-

stick Point Perimeter area was created by land fill prior to the development of modern environmental regulations and standards. As a once-active heavy industrial area, it could have toxic soil conditions on many developable sites. Most of the area already falls within the soil testing zone whereby soil tests and clean-up are required as a part of building permit activity. The entire area should be brought under this zone.

The area should be zoned residential as a first step prior to approval of any maps or building permits. A detailed plan should be developed which deals with housing affordability, toxic material remediation, and buffering of the wetlands area. Development could occur as a Planned Unit Development (PUD) in order to facilitate the concentration of units in a way that will allow the creation of a buffer zone around the water's edge to protect the wetlands habitat. The PUD should include areas zoned to support retail to serve the surrounding residential, worker, and visitor population.

Implementation Actions

- 1) Establish the Candlestick Point Perimeter Special Use District (SUD) as shown in Figure 7. In order to deal with the environmental conditions, circulation, parking, land use conflict, and other problems in this complex area, the basic zoning for this SUD is to be RH-2 and NC-1 in appropriate areas with a Special Use overlay requiring a Conditional Use permit for all new uses.
- 2) Have the entire SUD brought under the Soil Testing Zone of the City and County of San Francisco to determine and remedy any toxic soil conditions that may exist in accord with the procedures established by the Bureau of Building Inspection as such zones.
- 3) Use tax increment, federal stimulus, or other financing to facilitate development of housing and appropriate public improvements on the Candlestick Point Perimeter area in such a way as to improve harmony with adjacent residential, open space, and industrial areas, giving special attention to the proposed wetland as a physical and environmental focal point and improving the private investment environment for surrounding industrial area, with a specific focus on the investment potential for Hunters Point Shipyard.

TABLE 1

CANDLESTICK POINT PERIMETER Potential Housing Growth				
EXISTING CHARACTERISTICS				Moderate/ Low Density (36 units/acre)
Affected Blocks	Lot Area (Approximate S.F.)	Uses	Zoning	Potential Housing Growth
4827	120,000	Auto Wrecking	M-1	100
4832(ptn)	40,000	Light Industry	M-1	33
4845	120,000	Underused Industry	M-1,P	100
4846	120,000	Open Storage	M-1	100
4851	120,000	Lumber Yard	M-1	100
4852	120,000	Vacant	M-1,P	100
4877	120,000	Underused Industry	M-1	100
4878	120,000	Underused Industry	M-1	100
4884(ptn)	120,000	Vacant	RM-1	100
4917	120,000	Underused Industry	M-1,P	100
4918	120,000	Recreational Vehicle Park	M-1	100
4934	120,000	Recreational Vehicle Park	M-1,P	100
4935	120,000	Open Storage		100
TOTAL	1,480,000 s.f. 34 acres			1223 Units

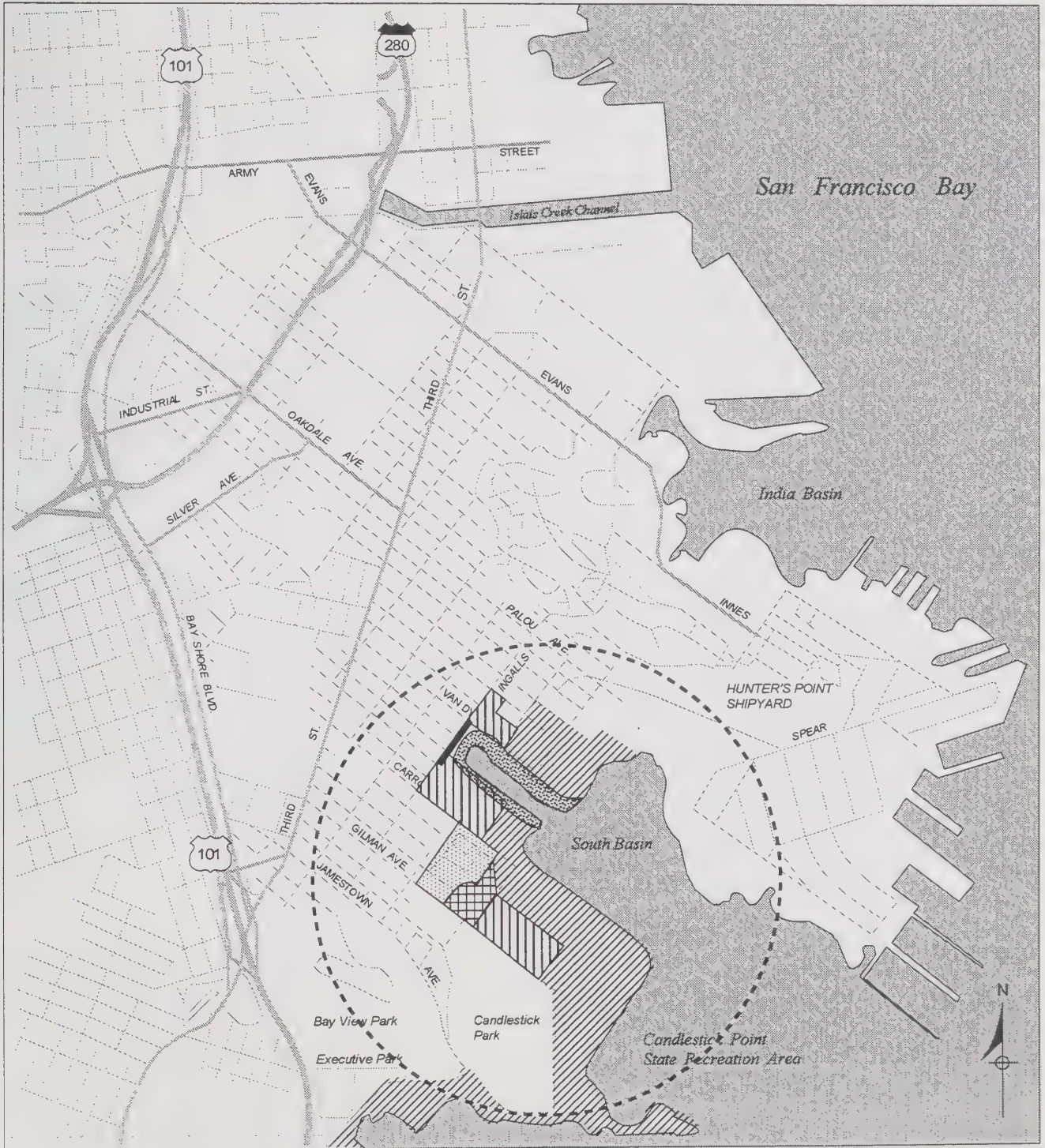


Figure 7
CANDLESTICK POINT PERIMETER PROPOSED REVITALIZATION AREA

	Candlestick Point State Recreation Area		Moderately Low Density Housing (Private Property)
	Proposed Wetlands Area		Moderately Low Density Housing (Public Property)
	Alice Griffith Existing Public Housing		Supporting Neighborhood Commercial

- 4) Establish a Technical Advisory Committee consisting of staff from the City's economic-and community-development related agencies and the Housing Authority to assure that improvement of the Alice Griffith public housing project is effectively coordinated with the housing economic and public improvements activities of the program.
- 5) Consider redesign of Alice Griffith public housing project into a grid pattern that blends in with the grid pattern of surrounding residential neighborhoods and thereby end the physical and social isolation that its current insular cul-de-sac design creates. Given the 128,000 square feet of vacant land on the site, such re-design can be achieved without displacing existing tenants.
- 6) Have the Department of City Planning work closely with the State Recreation Area staff in developing an effective buffer for the wetlands area through the Conditional Use procedures for new developmental activity in the SUD.
- 7) Include the following objectives for implementing the Candlestick Point Perimeter proposal:
 - (a) Utilize Bayview Hunters Point citizen participation structures and community-based development institutions to assure adequate representation and input by Bayview Hunters Point residents, affected property owners, and other citizen groups during all phases of the program.
 - (b) Assure that a significant portion of the housing constructed are ownership units targeted for existing Bayview Hunters Point residents at price ranges that are affordable according to the income levels that prevail among these residents.
 - (c) Assure that a portion of the housing constructed are quality market-rate units so as to provide for income diversity and help the overall character of the project avoid the stigma of a "low income housing project."
 - (d) Establish urban design guidelines for new housing development around the Yosemite Canal to assure that new development does not detract

from, but rather complements and enhances the canal as a proposed natural wetlands area for the Candlestick Point State Recreation Area.

- (e) Establish design guidelines to adequately insulate new housing along established truck routes, specifically Ingalls and Carroll Avenues, from the adverse impacts of heavy truck traffic.

POLICY 2

Encourage development of new affordable housing on the ridge portion of Hunters Point Shipyard to help improve the residential character and circulation pattern of the Hunters Point residential area.

The ridge portion of Hunters Point shipyard consists of approximately 70 acres directly abutting the Hunters Point Hill residential area. This ridge portion of the shipyard used to provide housing for the military, and many of the housing structures remain. The Mayor's Advisory Committee on the Hunters Point Shipyard, in developing a reuse plan, should give consideration to developing affordable private housing on this ridge. Such development should be designed with the intent of improving the character and mix of existing residential neighborhoods on Hunters Point Hill, improve the circulation between neighborhoods and adjoining areas, and better integrating into the shipyard into the surrounding community.

POLICY 3

Encourage development of new affordable housing on infill vacant sites consistent with the character of existing residential neighborhoods.

There are close to 200 scattered vacant sites in South Bayshore that are zoned RH-1 and RH-2. Many are owned by local homeowners and represent their primary stake in the private economy. Together these sites present a potential opportunity for substantial new housing and for improving the capital base in a capital-deficient community, particularly among African Americans. Many sites will be developed through the private market mechanism. Others may need technical assistance and public incen-

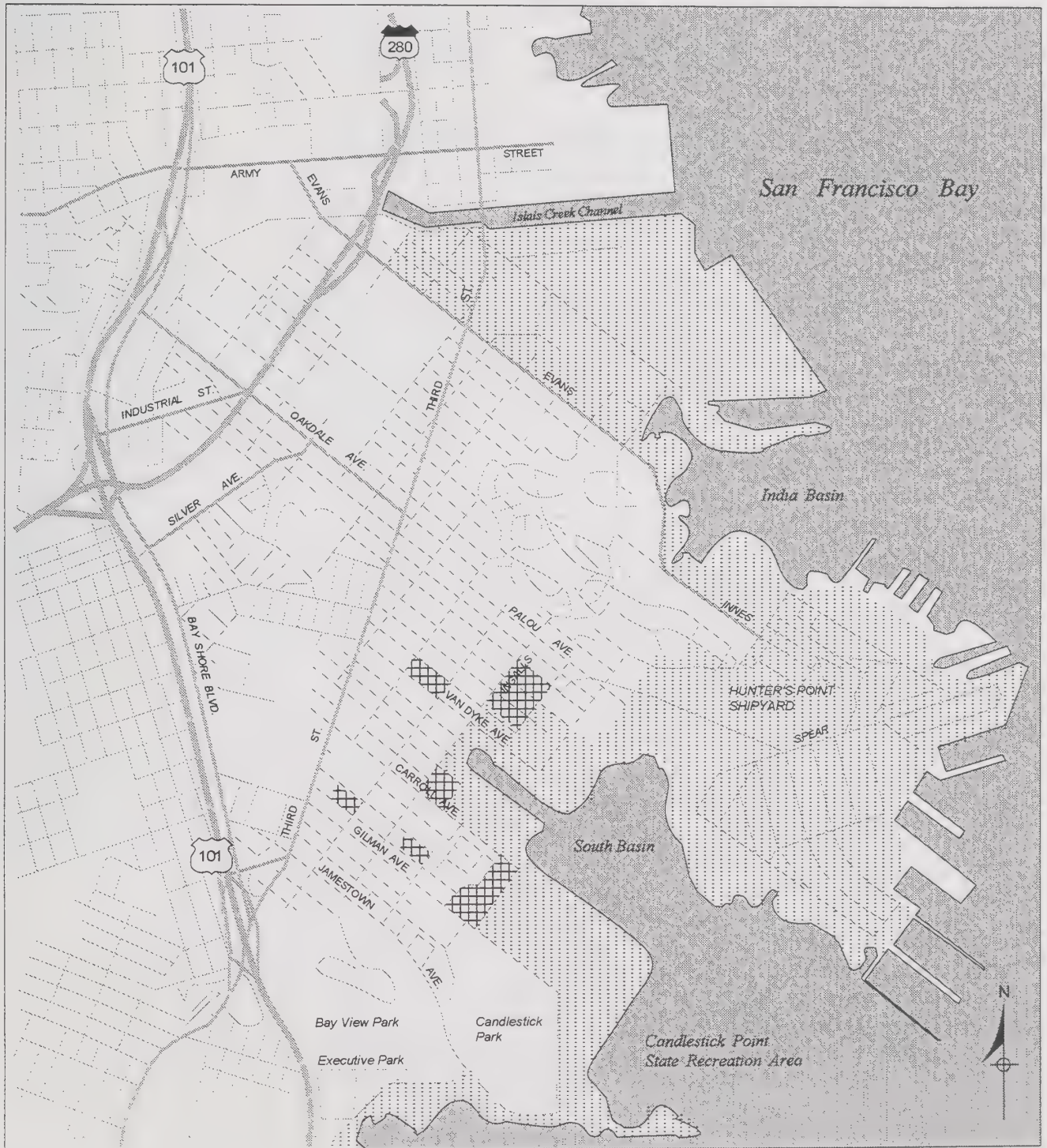


Figure 8
REQUIRED SOIL TESTING ZONE



tives to stimulate development, assure affordability, and give existing residents a stake in the private economy.

Implementation Actions

- 1) Establish program with the Mayor's Office of Housing to assist local property owners in stimulating the construction of housing on scattered vacant sites within residentially zoned areas of South Bayshore.
- 2) Establish program objectives to assure that a significant percentage of the new housing developed on these sites are affordable units targeted for existing Bayview Hunters Point residents and to strengthen the equity position of moderate income South Bayshore residents who own some of the lots.

OBJECTIVE 2

IMPROVE USE OF LAND ON THIRD STREET BY CREATING A MORE COMPACT COMMERCIAL AREA, ESTABLISHING CENTERS FOR GROWTH OF COMPLEMENTARY USES, AND RESTRICTING UNHEALTHY USES.

Revitalization of Third Street is probably the most complex issue facing the South Bayshore community. The physical, economic, and social problems that exist on certain parts of the street impact the entire district and need immediate action. Yet there are no quick solutions. The challenge is not simply that of getting rid of undesirable uses; it is also that of attracting healthy and desirable new uses. There is no demand for net growth in small-scale retail space because the street already has too much or adequate commercial space relative to its existing and potential population size. There appears to be little demand for commercial office uses. The use with the greatest potential demand is housing, particularly three and four story apartment buildings. Such housing could make the street more attractive while also improving the market for health retail activity. The problem is that the present physical appearance and social climate on the street is not conducive to attracting stable middle-income tenancy for apartments. Given the central influence that Third Street has on investment attitudes about the entire

South Bayshore district, a series of vigorous public actions are needed to change the appearance and climate of the street and make it conducive for stable quality apartment growth.

POLICY 1

Improve the physical and social character of Third Street.

Steps should be taken which ultimately would make Third Street an attractive market for new apartment developments. Apartments could provide the consumer market structure needed to bring healthier retail activity to Third Street on a continuous basis. Apartment development will not be feasible, however, until the environment of the street is made more attractive and secure for apartment life.

An approach for revitalizing Third Street could follow the suggested land use framework, as shown on Figure 9. This framework largely confirms to the existing character of the street. It designates the blocks between Kirkwood Avenue on the north and Thomas and Thornton Avenues on the south as the commercial core of Third Street. Healthy retail reuse could be encouraged on these blocks with the Bayview Opera House serving as the hub. The adjacent sections — between Fairfax and McKinnon Avenues to the north and between Jamestown and Thornton and Thomas Avenues to the south — would be centers for encouraging new apartment growth, perhaps with some small-scale ground floor retail uses on the ground floor.

Senior housing might be considered as a means for improving the character of Third Street and making it more conducive for private market rental housing. This assumes that there are available sites on the street for a senior housing complex. If the City and community decide to develop senior housing, it should be done in a way that does not displace existing residents on Third Street.

Implementation Actions

- 1) Have the City's economic-, community-, and housing-development entities establish a comprehensive program for the revitalization of Third Street. Figure

THIRD STREET REVITALIZATION Suggested Guidelines

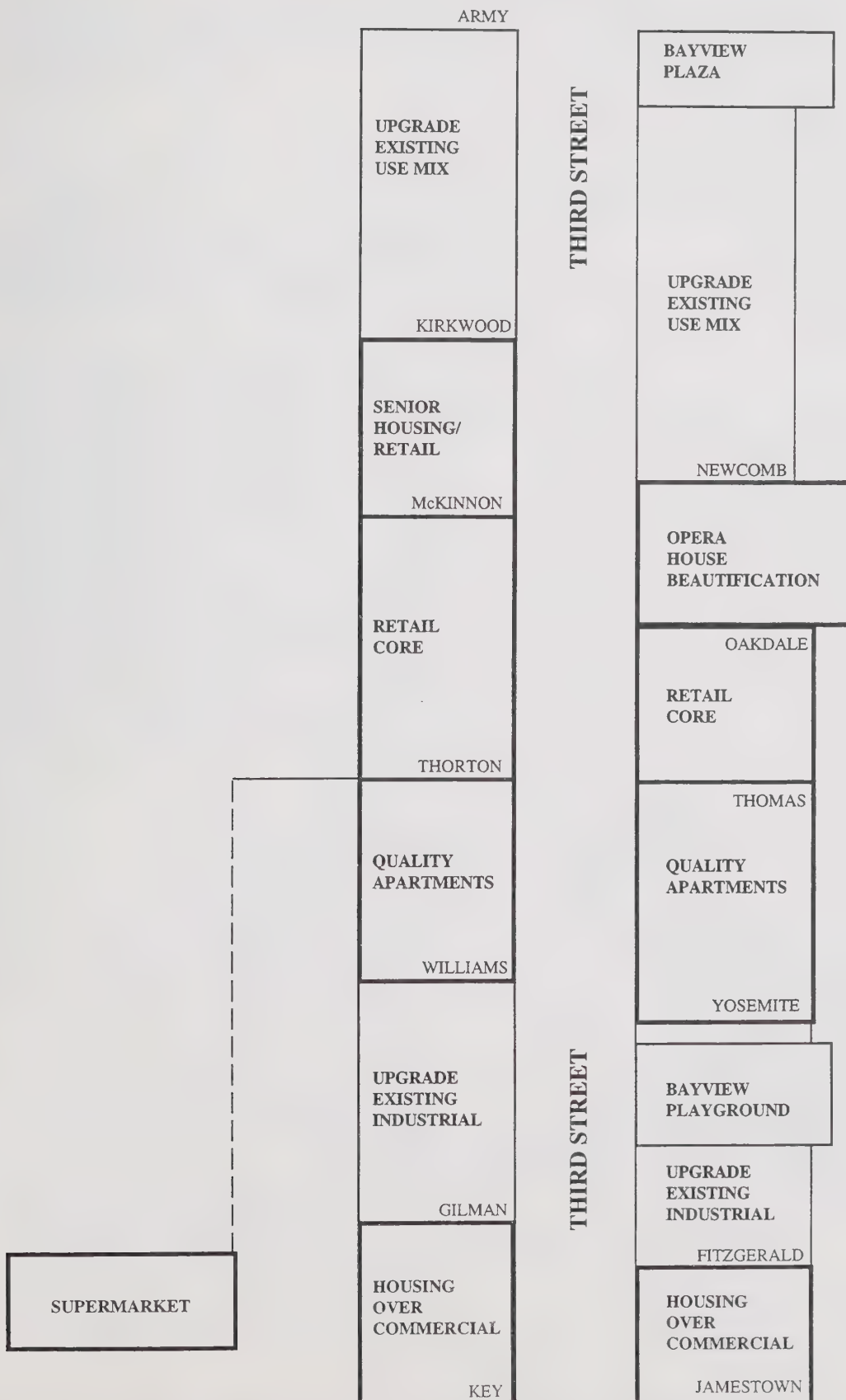


Figure 9

7 provides some general guidelines of the land use framework that might be followed for such revitalization.

- 2) Utilize existing citizen participation structures and local community-based institutions to provide adequate citizen representation for Third Street merchants and property owners, residents, and other affected citizen groups during all phases of the program.

POLICY 2

Restrict liquor establishments uses on Third Street.

One of the primary conditions for revitalizing the Bayview Hunters Point community is the need to attract a healthier mix of retail uses on Third Street and discourage unhealthy uses. The most prevalent unhealthy use is the large number of retail outlets selling alcoholic beverages for off-premises consumption. Many of these outlets attract undesirable loitering that deters pedestrians from walking on the street, creates traffic congestion, and has adverse impacts on adjacent residential uses. Figure 10 shows the results of a survey of the distribution of liquor stores in South Bayshore.

Implementation Actions

- 1) Establish a Special Use District (SUD) restricting new liquor stores on Third Street.
- 2) Appropriate community and merchant organizations should work with the Alcoholic Beverage Commission (ABC) and the Police Department to eliminate social problems such as drug sale and alcoholism existing around liquor stores.
- 3) Appropriate community organizations should work with the billboard industry to limit billboards advertising alcoholic beverages, cigarettes, and other articles of consumption harmful to human health.

OBJECTIVE 3

IMPROVE RELATIONSHIP BETWEEN ADJACENT INDUSTRIAL AND RESIDENTIAL AREAS.

POLICY 1

Encourage a wider variety of light industrial uses in South Basin by giving greater priority to live/work activity, by more efficient use of industrial space, and by more attractive building design.

Over the past thirty years South Basin has undergone a natural evolution from a heavy industrial to a light industrial area. This evolution should be supported and reinforced because South Basin is abutted by established low density residential neighborhoods or public open spaces on all sides and the trend toward light industries reduces the potential for adverse conflicts with these residential neighborhoods. Existing light industrial zoning should be maintained with special attention given to improving industrial building design guidelines. Outside of the eastern edge of South Basin proposed for rezoning to housing, housing growth other than live-work space should be discouraged in South Basin industrial area to provide a more supportive environment for business to thrive and flourish.

Implementation Actions

- 1) Maintain existing M-1 zoning for South Basin, both east and west of Third Street to assure its stability and vitality as a light industrial area and prevent reversion to heavy industry relying on rail and extensive truck traffic.
- 2) Discourage new housing west of Ingalls Avenue, where blocks are already completely devoted to light industrial uses.
- 3) Develop architectural guidelines for new industrial buildings to encourage improved design quality.

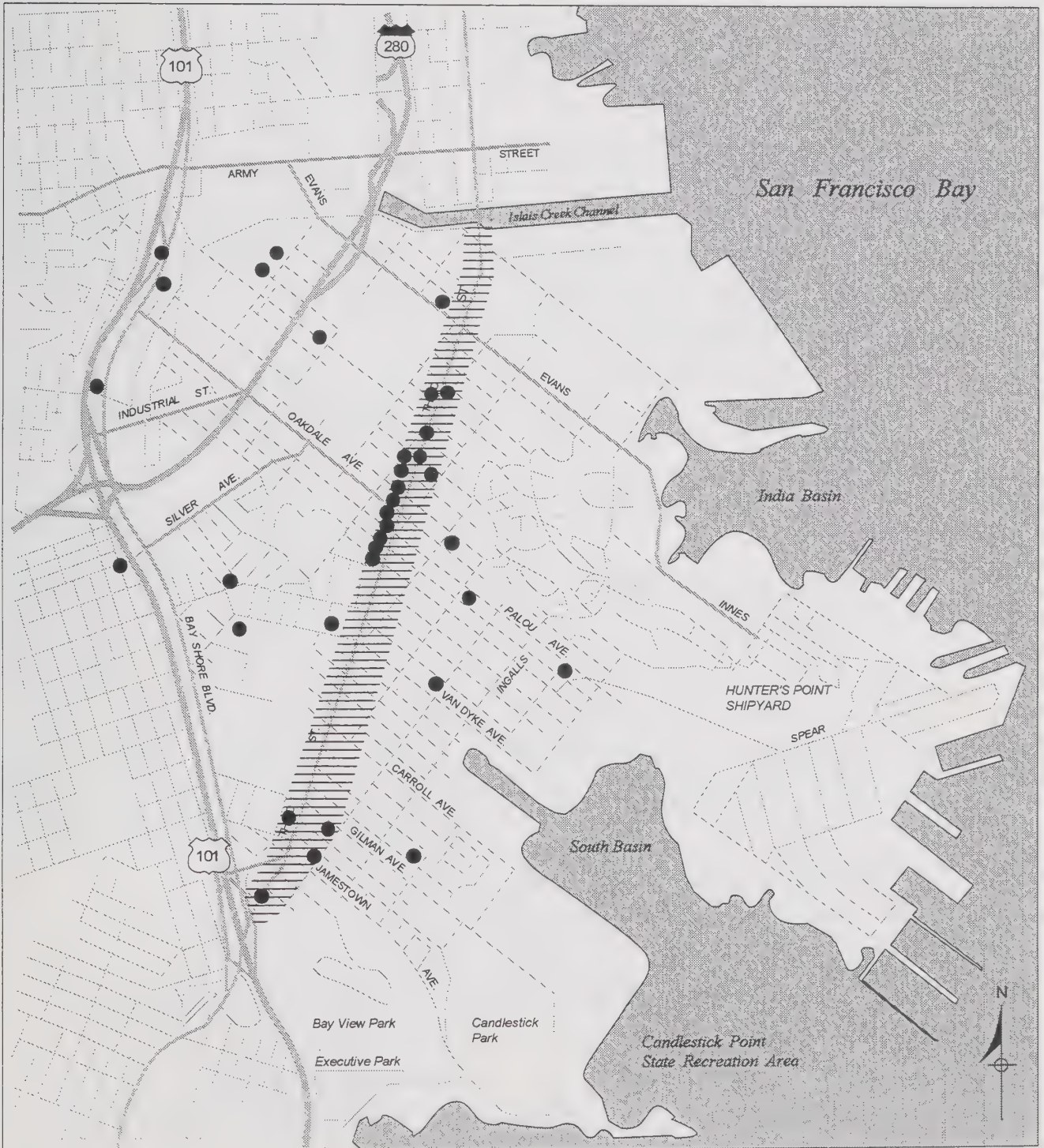


Figure 10
PROPOSED AREA FOR RESTRICTING LIQUOR STORES

● *Store Location*

POLICY 2

Restrict toxic chemical industries and other heavy industrial activities from locating adjacent to or nearby existing residential areas.

Many areas adjacent to residential areas in South Bayshore are presently zoned M-1 (light industrial). This zoning class prohibits manufacture, refining, distillation or treatment of abrasives, acid, alcohol, asbestos and similar hazardous chemicals as well as other heavy industries, such as auto wrecking yards, iron processing, and blast furnaces. This prohibition should be maintained to assure that these areas are adequately protected and insulated from the adverse impacts of toxic industries.

Implementation Actions

- 1) Maintain M-1 zoning for industrial areas surrounding residential areas.
- 2) Strongly discourage industrial uses directly adjacent to residential uses.

POLICY 3

Adjust selected zoning boundaries of South Basin east of Third Street to provide greater compatibility with adjacent residential uses.

There are various blocks in South Basin that include a mixture of both industrial and residential uses. In some cases, these uses have managed to achieve a healthy co-existence. In other cases, one use type appears to have thrived at the expense or neglect of the other. Those uses should be supported which will help to abate land use conflict in this area..

Implementation Actions

- 1) Rezone Thomas Avenue site - southwest quarter of block 4792 - from M-1 to RH-1. Rezone Van Dyke site - northern half of block 4829 - from M-1 to RH-1 (See Figure 9). In these two areas industry has detracted from the overall appearance and vitality of the area. More growth in residential uses should be supported..

- 2) Rezone Fitzgerald Avenue site - from CM and NC-1 to RM-1 (portions of blocks 4912, 4913, 4914). Discontinue affected commercial uses. Here housing has maintained its viability and supporting retail uses have detracted from an attractive and viable residential environment.
- 3) Have all of the above parcels proposed for residential rezoning brought under the soil testing zone of the City and County of San Francisco to determine and remedy any toxic solid condition that may exist.

POLICY 4

Encourage development of South Basin, west of Third Street, as light industrial/heavy commercial activity center.

South Basin, west of Third Street, directly abuts housing areas, but the relationship is less problematic than on the eastern side of Third. Moreover, South Basin West has an interesting mix of industrial and heavy commercial uses, ranging from a Coca Cola bottling plant, a popular citywide bakery plant, to the last remaining farming site in San Francisco that is actively used. The area also has some large sites for potentially major new development. A large portion, close to twenty percent of this subarea, is taken up by the old vacant Lucky Lager Brewery. A single family development of more than 250 units has recently been approved for this site. The new housing should be designed to buffer and effectively minimize conflict with adjacent industrial uses.

Implementation Actions

- 1) Maintain M-1 zoning for South Basin adjacent to old Lucky Lager Brewery site..
- 2) Establish strict design guidelines for new housing on old Lucky Lager Brewery site to minimize conflict with adjacent industrial area.
- 3) Have Park and Recreation Citizen Advisory Committee consider purchase of Bayview Farm site so it can be rezoned to P as the last remaining agricultural area in San Francisco and a symbol of the rural heritage of South Bayshore.

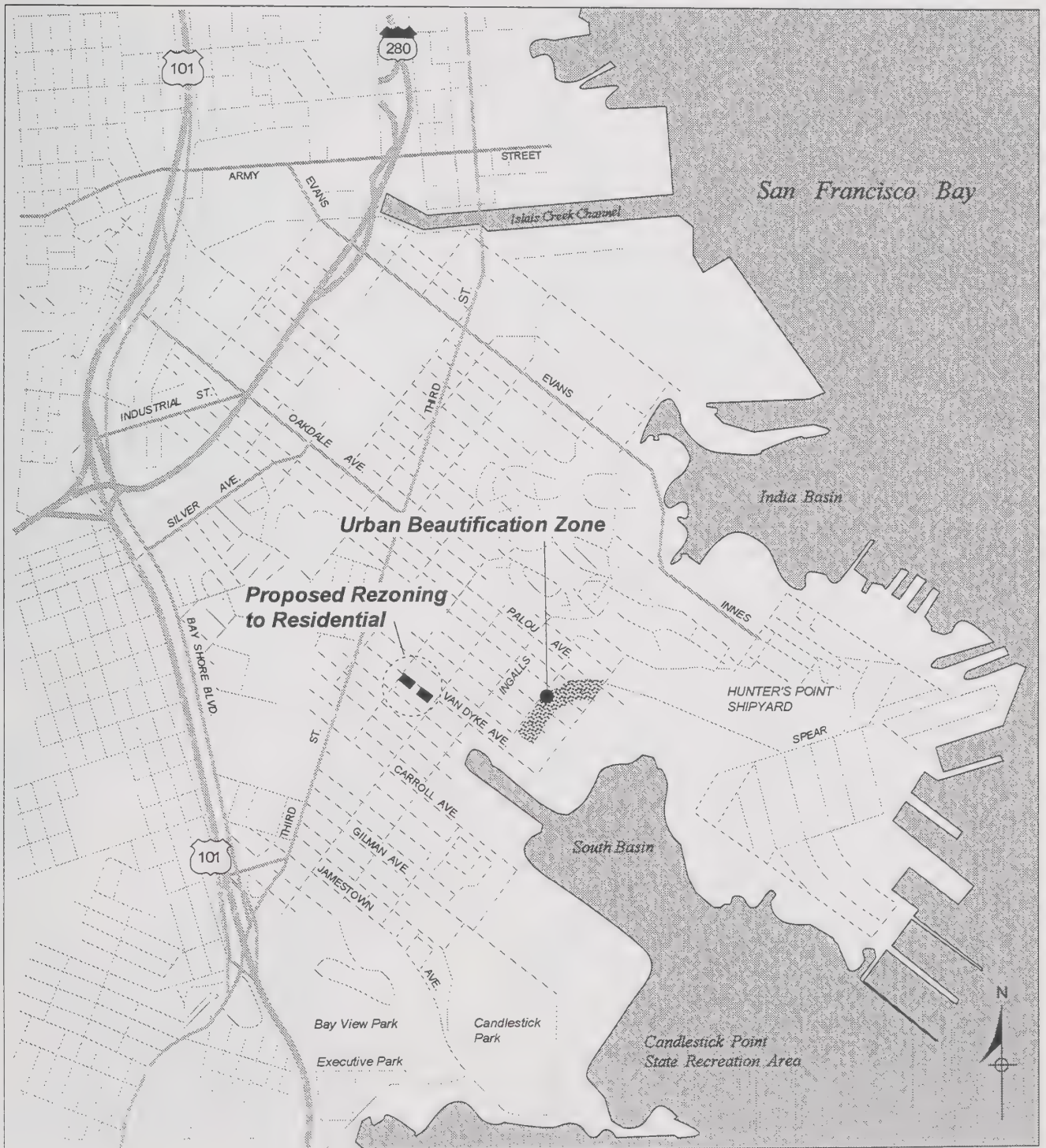


Figure 11
SOUTH BASIN, EAST OF THIRD STREET

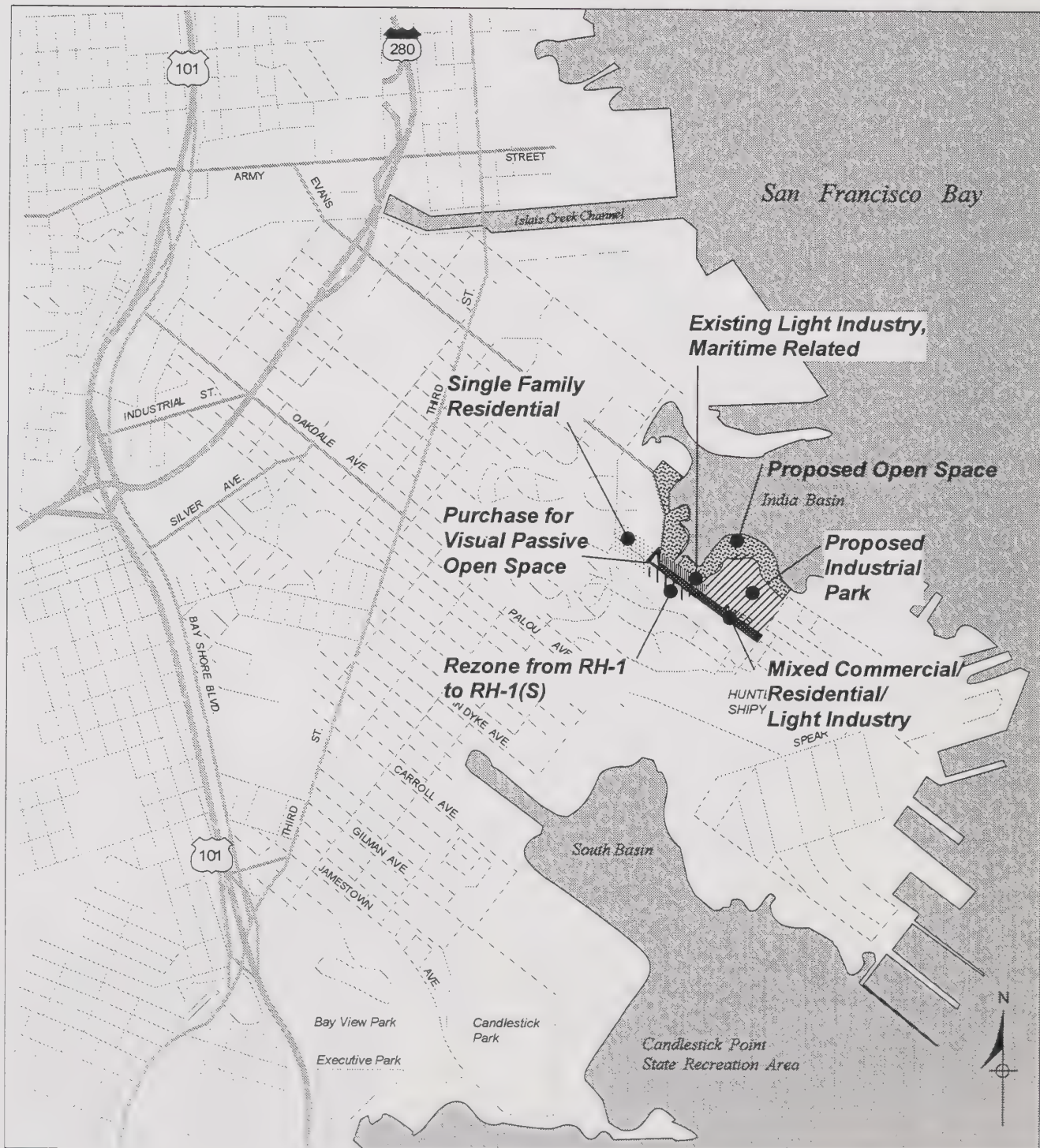


Figure 12
INNES AVENUE BUFFER ZONE

POLICY 5

Encourage development of a healthy mix of residential, retail, open space, and small light industrial uses along Innes Avenue to buffer the India Basin industrial area and the Hunters Point residential community.

The stretch of Innes Avenue leading up to the northern point of entry of the Hunters Point Naval Shipyard services as a buffer between the heavy industrial uses in India Basin and the residential uses in Hunters Point. This area is undergoing modest private revitalization with a potential interesting mix of uses taking place. Figure 10 gives a general description of the area. The base of the area, at the corner of Hawes and Innes Avenues, is the site for Our Lady of the Lourdes, the oldest Catholic church in the district. Directly behind the church site, six new housing units have recently been developed. Innes Avenue leading up to the shipyard is zoned CM on the northern side of the street and RH-1 on the southern side. New housing is being developed on the southern side. On the northern side, directly below the CM zone an industrial park is proposed. If developed, it would be bordered on the east by an eleven acre spit of open space that will provide direct public access to the India Basin shoreline. This healthy co-mingling of diverse residential, light industrial, small retail, and heavy commercial uses with natural-oriented open space areas should continue to be encouraged.

Implementation Actions

- 1) Maintain CM zoning on south side of affected section of Innes Avenue.
- 2) Have the Recreation and Park Commission consider approval of purchase of the triangular block bounded by Innes, Hawes, and Hunters Point Boulevard so it can be improved as a visual open space focal point and be rezoned from CM to P.
- 3) Rezone north side of street from RH-1 to RH-1(s) to stimulate new private housing development.
- 4) Provide technical assistance, and where possible financial assistance, to promote private revitalization of the CM zone and further encourage a healthy mix of uses.
- 5) Encourage the Recreation and Park Department to expedite improvement of the shoreline open space and, if appropriate, to acquire additional open space to enhance the natural features of the area to provide a more attractive investment environment for revitalization of the mixed use character of the area.

TRANSPORTATION

PROVIDE ADEQUATE TRANSPORTATION SERVICES TO MAINTAIN THE ECONOMIC VITALITY OF SOUTH BAYSHORE AND IMPROVE THE LIVABILITY OF RESIDENTIAL NEIGHBORHOODS.

Background

The diverse land use pattern of South Bayshore poses a variety of requirements on its transportation system. Each major type of land use — the shipping and rail-oriented industries in India Basin, the heavy commercial along Bayshore Boulevard, the low density residential neighborhoods, the neighborhood serving retail along Third Street, Candlestick Park Stadium, the Candlestick Point State Recreation Area - has its own particular transportation needs. With relatively wide streets, two nearby freeways, and an existing commuter rail system, South Bayshore has many of the elements of the comprehensive circulation system that would be needed to handle these diverse needs. The primary gaps relate to truck traffic and public transit.

Because many industrial uses, particularly in South Basin, are located adjacent to neighborhood residential and commercial areas, there is frequent intrusion of truck traffic into these areas. South Bayshore lacks a major thoroughfare which connects industrial areas to the freeway system without passing through residential areas or the neighborhood commercial sections of Third Street. Concern about such intrusion is one of the most common complaints among residents about the district.

The truck traffic problem is also related to a larger problem dealing with the freeway facilities in the south-east section of San Francisco. I-280 is not adequately connected to the Bay Bridge to encourage industrial truck traffic away from residential areas and off of surface streets. I-280 serves the northern industrial areas of

South Bayshore, but going northward to the East Bay, it ends and returns vehicles to congested surface streets before connecting to I-80 at Fifth and Bryant Streets. Because of this lack of connection, many trucks prefer using Third Street to go to the Bay Bridge even though it runs through neighborhood commercial areas.

The other major gap deals with the inadequacy of public transportation in relation to existing and future population needs. South Bayshore is well served by #15-Third bus line which provides a regular direct connection from Third Street to Downtown and City College of San Francisco. Otherwise public transportation services are lacking. Public transit is more convenient for traveling from South Bayshore to Downtown than for traveling between different South Bayshore neighborhoods. Although South Bayshore has a major regional facility in the Candlestick Park sports arena, the public transit services to this facility are limited. The district also lacks the variety of pedestrian and bicycle pathways that one finds in many other parts of San Francisco. Social problems in South Bayshore also have an adverse impact on public transit, especially Muni services. For example, Muni services in South Bayshore are frequently disrupted by juveniles throwing rocks, bottles or other objects at passing Muni buses. When these incidents occur, Muni either reroutes or suspends service to the entire area for the remainder of the evening, greatly inconveniencing residents who need convenient access to public transit for employment and essential services.

Much of the reason for the lack in transit services is the low population density in South Bayshore. It does not have the ridership volumes needed to warrant a greater variety of services. However, this situation is changing, with the population increase presently occurring in the district.

OBJECTIVE 1

MAKE SURFACE STREET AND FREEWAY IMPROVEMENTS TO ENCOURAGE TRUCK TRAFFIC IN INDUSTRIAL AREAS AWAY FROM NEIGHBORHOOD RESIDENTIAL AND COMMERCIAL AREAS.

POLICY 1

Establish truck routes between industrial areas and freeway interchanges so as to direct truck traffic away from neighborhood areas.

Truckers will use non-residential and non-neighborhood commercial streets only if they are provided a viable alternate route. Key improvements to the existing system would serve to encourage truckers to use routes that do not disrupt existing residential and neighborhood commercial streets. The absence of a direct connection to the I-280 from the South Bayshore is a major cause of the industrial truck traffic problems in South Bayshore. Also, the lack of a direct connection between I-280 and the Bay Bridge discourages many trucks from using I-280, resulting in increased truck traffic on surface streets. The City should work with Caltrans to determine and develop ways of improving truck usage of I-280 as alternative to truck usage of surface streets. As housing development increases with the spread of urban growth along the southeast corridor of the city, from South of Market to Visitacion Valley, the issue of separating industrial traffic from residential and neighborhood commercial traffic will become increasingly important.

Implementation Actions

- 1) The City and Caltrans should work together to develop a comprehensive program for directing industrial truck traffic off of surface streets and away from neighborhood residential and commercial areas along the entire southeast corridor before a new land use pattern becomes fixed.
- 2) Improve Carroll Avenue, portions of Ingalls Street, Thomas Avenue and Griffith Street as truck serving streets. See Figure 12 which shows the distribution of truck routes in this portion of South Bayshore.
- 3) Provide an additional east-to-west connection between Third Street and South Bayshore Boulevard in the vicinity of Carroll Avenue (See Figure 14).
- 4) Provide northwest roadway through Hunters Point Shipyard to accommodate truck traffic as shown in Figure 13.

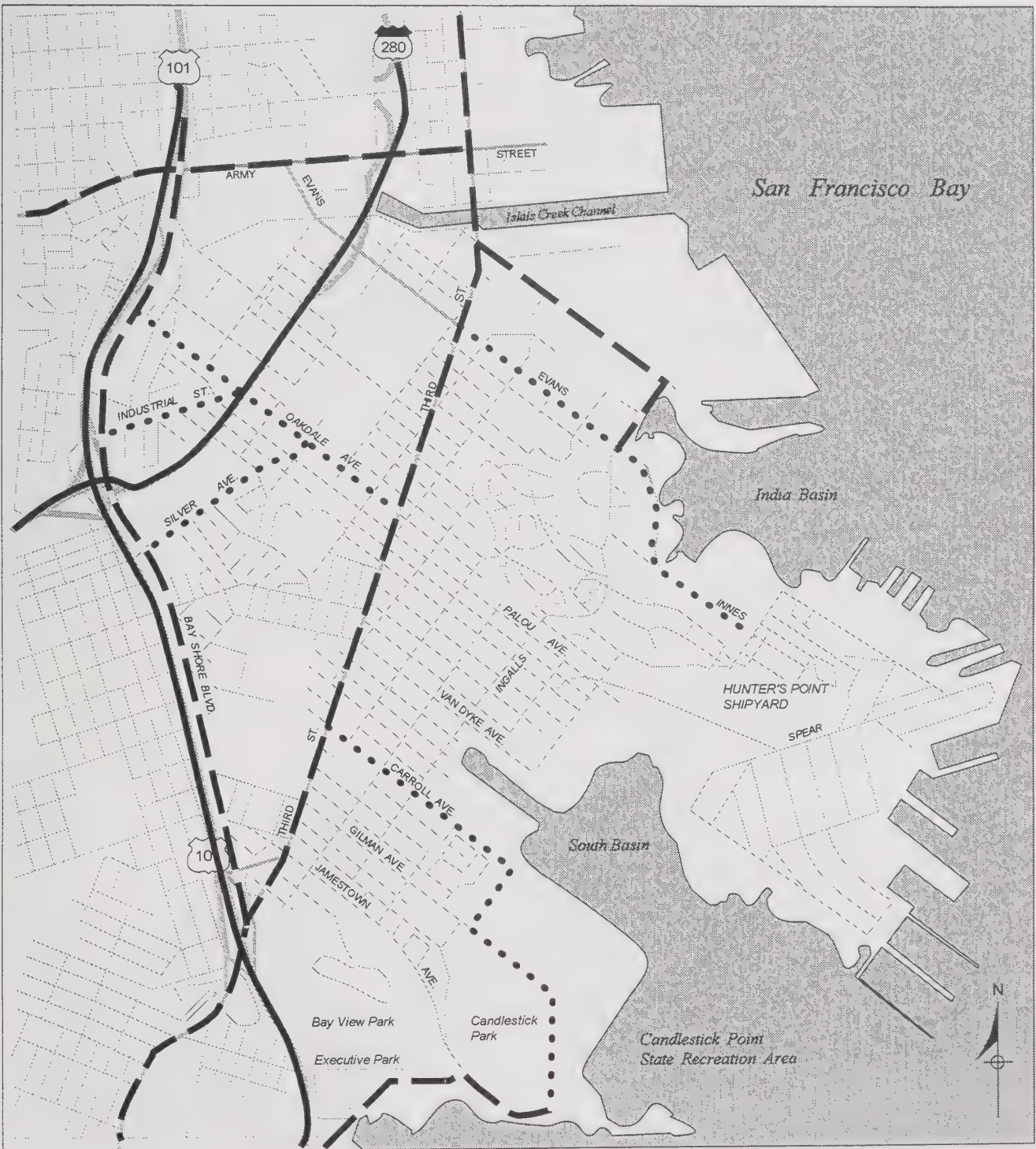


Figure 13
VEHICLE CIRCULATION PLAN

— Freeway - - - Major Thoroughfares Secondary Thoroughfares

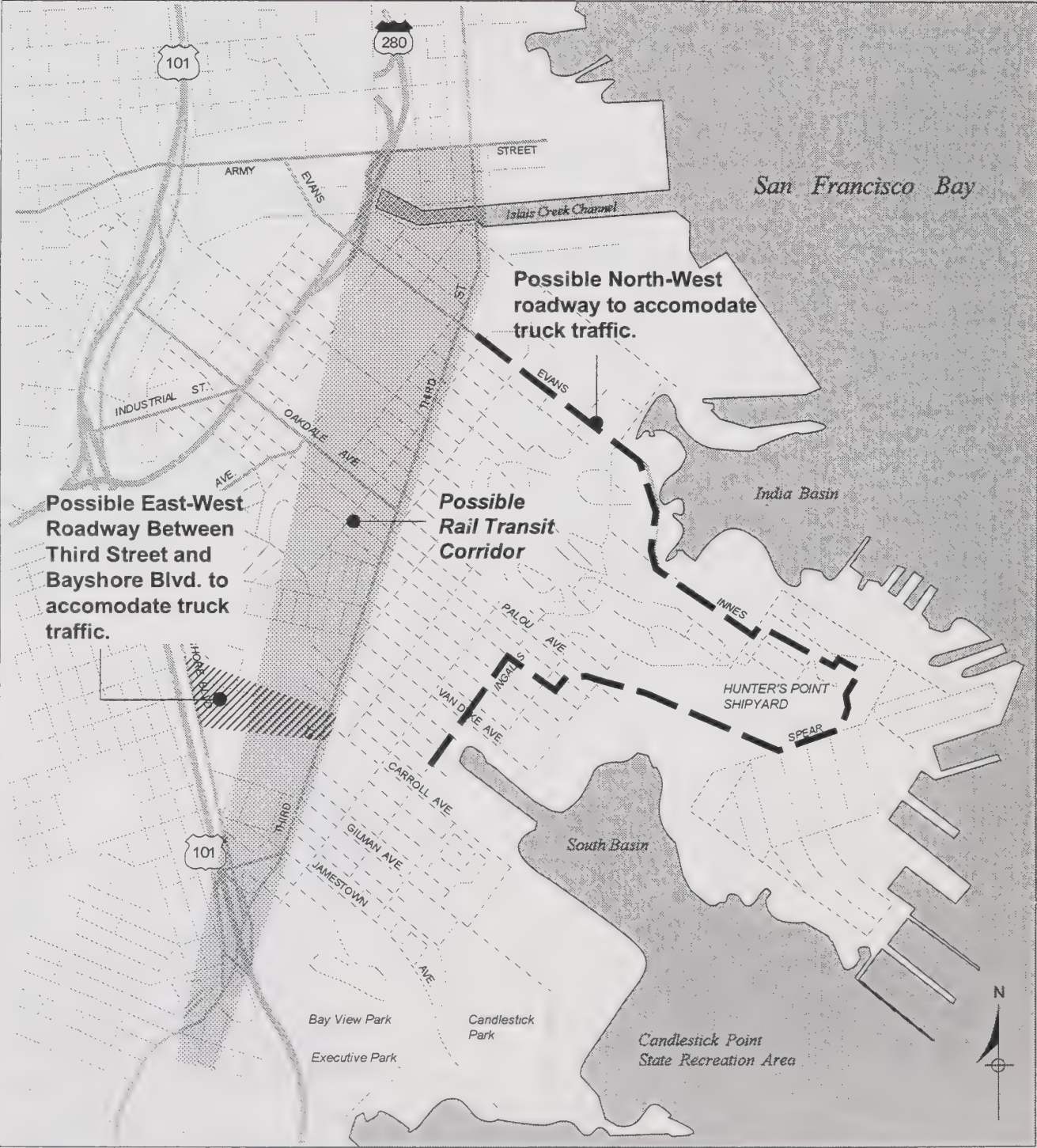


Figure 14
MAJOR TRANSPORTATION IMPROVEMENTS

- 5) Improve Army/Evans, Army/Pennsylvania, and Army/Third intersections to better accommodate turning trucks.
- 6) To the maximum extent feasible, direct through traffic on Third Street to I-280, US 101, or Bayshore Boulevard.
- 5) Maintain the convenient access to other parts of the city and region provided by the Southern Embarcadero (I-280) and James Lick (US 101) Freeways.
- 6) Coordinate with Department of Public Works and Department of City Planning on planning street improvements to anticipate and accommodate future growth in South Bayshore.

OBJECTIVE 2

DEVELOP AND MAINTAIN A SYSTEM FOR THE EASY MOVEMENT OF PEOPLE AND GOODS, TAKING INTO ACCOUNT ANTICIPATED NEEDS OF BOTH LOCAL AND THROUGH TRAFFIC.

POLICY 1

Develop a comprehensive network and schedule of roadway improvements to assure that South Bayshore maintains an adequate level of service at key intersections as the residential and work force population in the district increases.

Implementation Actions

- 1) Maintain Third Street, Army Street, Bayshore Boulevard, Cargo Way, Hunters Point Boulevard, Innes Avenue and Harney Way as "Major Thoroughfares." (See Figure 12)
- 2) Add Jamestown Avenue Extension, Hunters Point Expressway, Gilman Avenue east of Fitch Street, Fitch Street, and Carroll Avenue to the "Secondary Thoroughfare" category that currently includes: Evans Avenue, Oakdale Avenue west of Third Street, Silver Avenue, and Industrial Avenue. (See Figure 12.)
- 3) Delete the "Recreational Street" designation for Jamestown Avenue.
- 4) Encourage necessary levels of enforcement to limit speeding and enhance community safety on problem streets such as Silver Avenue.

POLICY 2

Develop the necessary improvements in public transit to move people efficiently and comfortably between different South Bayshore neighborhoods, to and from Candlestick Park, and to and from Downtown and other parts of the region.

Effective measures are needed for improving public transit services in South Bayshore. The overall objective of such measures should be to shift resident preferences away from private automobile use to public transit use and to reduce the use of private automobiles accessing events at Candlestick Park Stadium. This would require improving public transit access among different South Bayshore neighborhoods as well as between South Bayshore and other parts of the City, especially Downtown. It would also require ameliorating the social issues that affect the security of public transit services in the district.

Implementation Actions

- 1) Establish a team of City staff persons representing MUNI, the Department of Parking and Traffic, the Department of City Planning and other appropriate departments to take a comprehensive examination of public transit improvements needed in the southeast corridor of San Francisco. This team should develop alternative improvements for accommodating existing needs and adequately providing for projected population increases.
- 2) Establish a representative citizen committee from the southeast to assist in evaluating transit improvement alternatives.
- 3) Coordinate transportation planning associated with new residential development adjacent to Candlestick Park stadium with transportation improvement ef-

forts currently being addressed by the Candlestick Park Transportation Task Force. The Candlestick Park Transportation Task Force is an organization established by the Board of Supervisors to improve transportation conditions associated with Candlestick Park activities. It includes representatives of government agencies, public and private transit carriers, the San Francisco Giants and Forty-Niners, nearby property owners, and members of the community.

- 4) Utilize existing citizen participation structures to look into ways of reducing the incidents of juvenile delinquency having on adverse effect on local MUNI transit services.

POLICY 3

Give special consideration to light rail along Third Street as the nucleus for public transit improvements and for stimulating wider public transit usage and social/economic revitalization.

A light rail system linking South Bayshore to Downtown and other parts of San Francisco can be instrumental in achieving the overall transportation, land use, and energy conservation objectives of the South Bayshore Plan. It can help to produce direct transportation benefits, such as encouraging more people to use public transit, as well as indirect benefits, such as a more healthful physical environment and social/economic revitalization. In addition, it can help to eliminate the geographical isolation of South Bayshore from the rest of the city. The southeast offers at least two basic alternatives for a light rail system: The existing Caltrans right-of-way or Third Street. Assessing advantages and disadvantages of these and other possible alternatives would require detailed study of the specific engineering, environmental and economic issues associated with each alternative. Such a study is currently underway as a part of the Bayshore Transit Study Coordinated by MUNI. This study is giving high priority to light rail along Third Street, as part of a comprehensive effort to revitalize the street as the heart of Bayview Hunters Point and increase usage of public transportation to, from, and within the district.

Figure 15 and 16 show the preferred alternatives expressed by the community for the Bayshore Transit Study. They are included in this Plan simply to illustrate the

broad community consensus for light rail along Third Street and do not pre-empt the final recommendations of the study.

Implementation Actions

- 1) Support the City staff and citizen committees dealing with comprehensive public transit issues in South Bayshore to help assure that a study of light rail alternatives through the southeast corridor receives top funding priority under the Transportation Sales Tax Program.
- 2) To the maximum extent feasible and desirable, include the following citizen-recommended objectives among the overall objectives of a study on light rail alternatives through the southeast corridor:
 - a) Upgrade existing stations and develop new stations to increase availability of public transit services to local residents.
 - b) Link to a regional rail system, particularly one connected to the airport and the Peninsula.
 - c) Create a feeder system that links each residential neighborhood, employment center, and activity area to the proposed rail line.

POLICY 4

Improve parking conditions along Third Street to meet current and future parking needs of commercial uses.

On-street parking in the commercial core section of Third Street, between McKinnon and Revere Avenues, is ninety percent occupied throughout most of the business day. Consideration should be given to constructing a public off-street parking facility located in close proximity to the Bayview Opera House in order to strengthen its capacity to serve as the activity center for the revitalization of Third Street as well as meet the off-street parking needs of Third Street merchants. In the interim one alternative is to use the parking space of some of the churches along Third Street, since they tend to be under used during the regular business hours of most commercial establishments.



Figure 16
PRELIMINARY PREFERRED LIGHT RAIL ALTERNATIVE
Bayshore Transit Study

Implementation Actions

- 1) Have appropriate city staff work with interested merchants and ministers along Third Street to develop and implement a plan for using church parking places as an interim measure to provide off-street parking lots for commercial establishments. Such a plan would require written agreements between affected merchants and churches. It would also have to satisfactorily address issues related to maintenance costs and insurance liabilities.
- 2) Provide stricter enforcement of metered parking regulations along Third Street in order to encourage short-term parking by shoppers instead of long-term parking by merchants and employees.

POLICY 5

Create a comprehensive system for pedestrian and bicycle circulation.

South Bayshore is included as a part of the bicycle and pedestrian circulation system of the Transportation Element of the Master Plan. Figure 17 shows the bicycle plan. This plan should be refined to give specific attention to the pedestrian and bicycle circulation needs for South Bayshore. Special attention should be given to pedestrian linkages across the physical barriers formed by freeways which separate South Bayshore from the rest of San Francisco, and to bicycle facilities which serve recreational and educational facilities. Figure 14 also shows a proposed pedestrian trail through the South Bayshore.

Implementation Actions

- 1) Work with appropriate City departments to refine the pedestrian and bicycle circulation system in such a way that it provides maximum convenience to South Bayshore residents and visitors and takes maximum advantage of the visual and environmental qualities of the district.
- 2) Seek out support of appropriate federal and state agencies to assist in implementation of plan.

POLICY 6

Convert Abandoned Railways in South Basin, south of Bayview Hunters Point shipyard, to Pedestrian Pathways.

South Basin, south of Hunters Point shipyard, used to be a heavy industrial area with railways running through it. Over the past few decades South Basin has evolved from a heavy industrial to a light industrial area and the railways appear to be in disuse. Establishment of the State Park, the Yosemite Wetlands area, and the proposed rezoning to housing in the Candlestick Point Perimeter area would appear to dictate against reuse of the railways anytime in the near future. Accordingly, it is proposed that unused railways be converted into pedestrian paths and jogging trails and bicycle paths. Such conversions have occurred in Marin and Contra Costa Counties. They are done in a way that the railways are left intact under a cover of asphalt or some other pedestrian road material so that they can be easily restored to active rail use if necessary. San Francisco should contact appropriate staff in these counties with an eye toward doing similar conversions in San Francisco, particularly in Marin and Contra Costa counties.

POLICY 7

Provide convenient regional access to Candlestick Park stadium without negatively impacting nearby residential streets.

Special events at Candlestick Park attract crowds of up to 70,000 persons from throughout the Bay Area and northern California. The large number of automobile trips typically generated by these events can create extreme congestion and block access to nearby residential streets for residents and emergency vehicles alike. A variety of public education, traffic routing and enforcement measures are needed to deal with this problem. These measures are listed below. Consideration should be given to a light rail linkage to the Stadium.

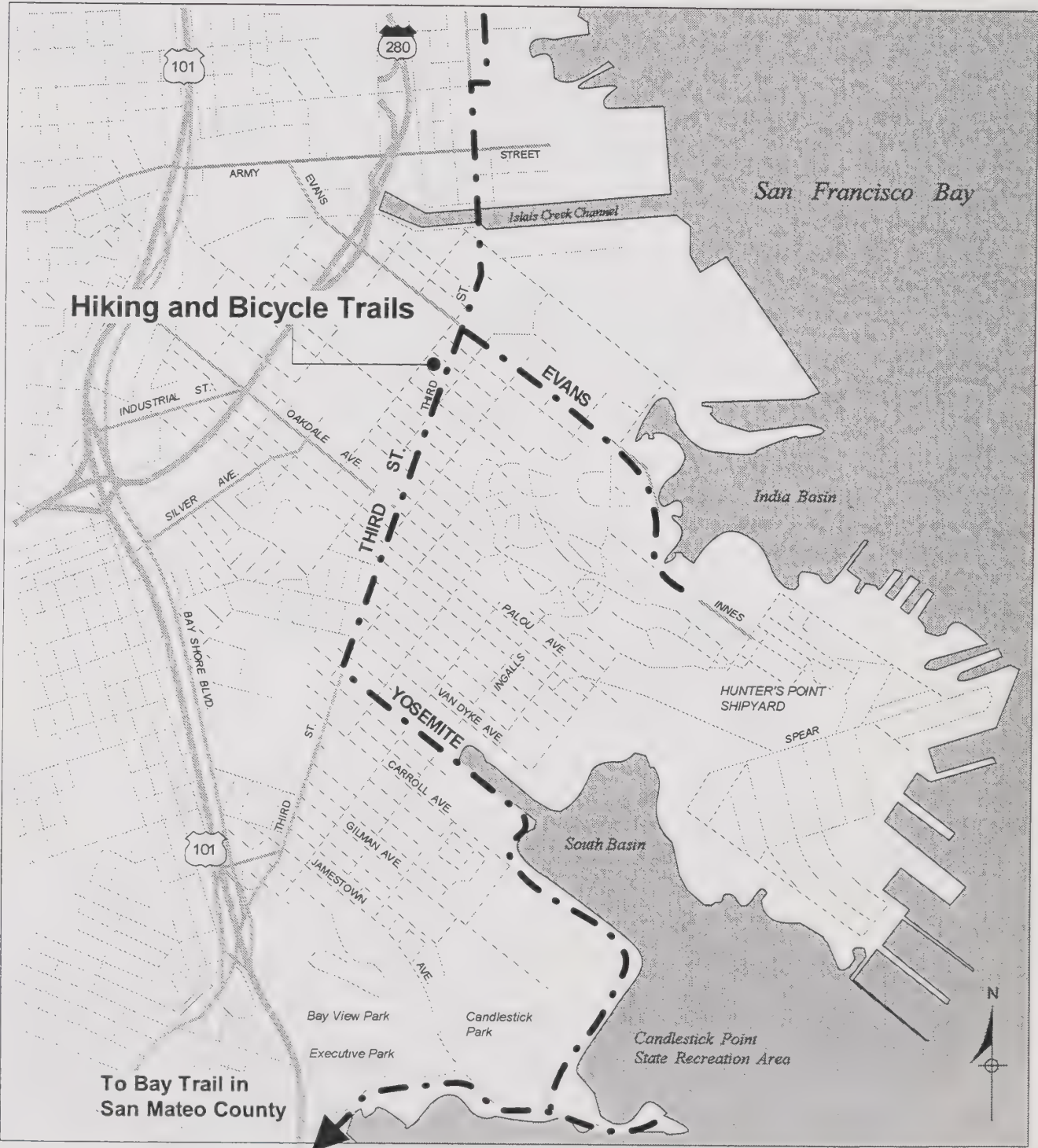


Figure 17
BIKE ROUTES AND PEDESTRIAN TRAIL

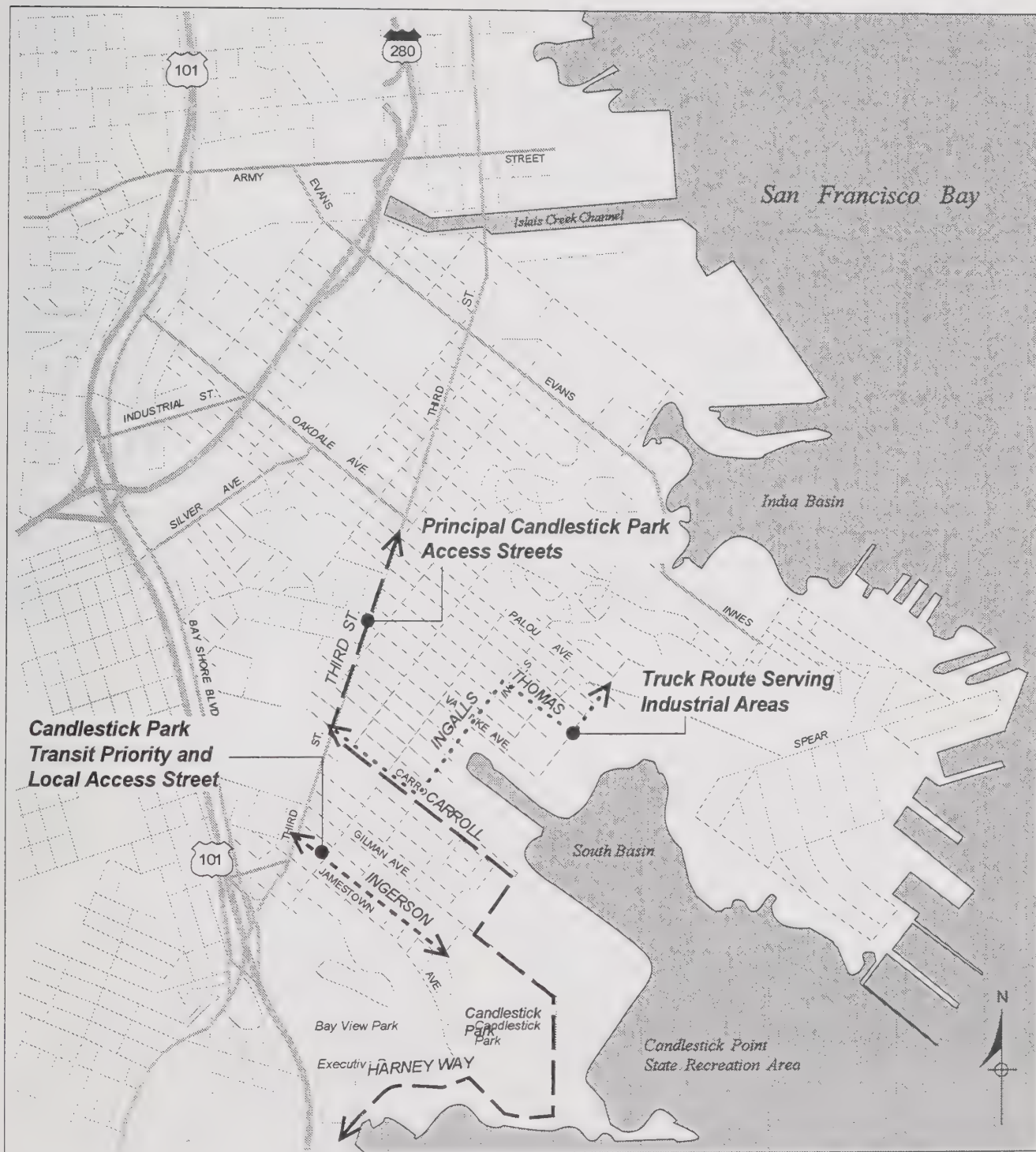


Figure 18
CANDLESTICK PARK ACCESS STREETS AND TRUCK ROUTES

— Access Streets

- - - - - Truck Routes

Implementation Actions

Carry out the foregoing actions:

- Encourage the use of public transit to and from Candlestick Park by providing priority treatment for buses on Ingerson Avenue between Candlestick Park and Third Street, and through educational and marketing campaigns by event sponsors and regional transit operators.
- Encourage increased use of the I-280 freeway for regional access to and from Candlestick Park as an alternate to the U.S. 101 freeway through signage and educational campaigns by event sponsors.
- Encourage Candlestick Park automobile traffic to use non-residential streets such as Harney Way, Jamestown Avenue Extension, Hunters Point Expressway, Gilman Avenue east of Fitch Street, Fitch Street and Carroll Avenue through signage, roadway improvements and police traffic control. Designate the above streets as either Major or Secondary Thoroughfares. (See Figure 18 on Candlestick Park access routes.) Ensure that future land use developments along these routes are not incompatible with the heavy volumes of traffic associated with stadium events.
- Prohibit Candlestick Park auto traffic from using residential streets such as Ingerson Avenue or Hollister Avenue through turn restrictions and police enforcement. Support efforts to widen Jamestown Avenue between Third Street and Ingalls Street to a sufficient width to allow a double yellow line and/or a physical barrier in order to maintain two-way traffic at all times on this residential street.
- Ensure adequate police traffic enforcement before and after all Candlestick Park events in order to expedite the safe and efficient flow of traffic and to maintain the accessibility of residential streets.
- Coordinate transportation plans for Candlestick Park with the State Department of Parks and Recreation plans for the Candlestick Point State Recreation Area in order to maximize the compatibility of these two recreational facilities.

- Assure that circulation plans and policies for future residential development on Bayview Hill and near Candlestick Point State Park are designed to provide adequate access to residences on Candlestick Stadium event days.

HOUSING

CONSERVE EXISTING HOUSING AND HOMEOWNERSHIP PATTERNS; PROMOTE MAJOR GROWTH IN NEW HOUSING AT PRICE LEVELS, TYPES OF CONSTRUCTION, AND LOCATIONS THAT OFFER MAXIMUM CHOICE TO A MAJORITY OF EXISTING SOUTH BAYSHORE RESIDENTS.

Background

South Bayshore contains over 8,000 dwelling units and 25,000 residents. Most of the housing stock, sixty-one percent, was built prior to 1949 and is of sound construction. This older housing generally consists of one story flats over a garage. Along Third Street there are six residential hotels containing a total of 115 units.

The primary housing issue facing South Bayshore is affordability. It underlies other issues related to housing conservation and new housing growth and affects many different segments of the South Bayshore population. Most directly, it affects lower income households. There is a need to protect the existing supply of public housing and to encourage greater resident participation in the maintenance of dwelling units once they have been rehabilitated and improved. There is also a need to forestall or avoid displacement of lower income residents living in HUD-subsidized housing units.

Affordability is also a major issue facing moderate and middle income homeowners in South Bayshore. Many older residents bought their homes after World War II when property was inexpensive and jobs plentiful. However, because of the extraordinary increase in real estate prices over the past twenty five years, particularly in San Francisco, and because of the deteriorating employment situation of many South Bayshore residents, it is becoming increasingly difficult for the offspring of older homeowners to afford to buy housing in the district. Two issues are involved: The need to maintain affordability among existing housing units while improving their

overall residential quality; and the need to assure that a significant portion of the new housing constructed is of good construction quality and affordable at the income levels that prevail in the district. The low median incomes in South Bayshore relative to the rest of the city means that affordable housing programs to be effective will require a higher level of subsidies and will need to be especially targeted for Bayview Hunters Point residents.

To be affordable to most Bayview households, ownership housing should be at a cost level whereby households earning an amount equal to eighty percent of the city's median income, can purchase it, and rental housing should be at a cost level whereby they are affordable to those with fifty percent of the City's median income.

There is also a need to build quality market-rate housing in South Bayshore. The unfair stigma of Bayview Hunters Point as an undesirable neighborhood stems from the excessive concentration of low-income housing that existed there during the postwar years. Some new quality market-rate housing to supplement new affordable housing would help to diminish this stigma as well as introduce income diversity among residents.

OBJECTIVE 1

PRESERVE AND ENHANCE EXISTING RESIDENTIAL NEIGHBORHOODS.

POLICY 1

Preserve and enhance the existing low density character of residential neighborhoods.

Most residential areas in South Bayshore are zoned for single family and two unit homes. This is consistent with the existing building scale in these areas. To maintain this scale, new infill housing should conform to existing residential patterns in terms of bulk, setbacks, and height. Also, as the existing housing ages, there is a greater need to increase maintenance of older housing. In light of the low incomes that prevail among many existing homeowners a special effort may be needed to assist rehabilitation and maintenance efforts among these homeowners in order to prevent the older housing stock from moving to a point of dilapidation. This is especially important since housing is the primary capital asset

among Bayview's predominantly African American community, to a much greater extent than among other ethnic groups, and is therefore important to retaining and establishing San Francisco's African American population and maintaining thereby ethnic diversity in the city as a whole.

Implementation Actions

- 1) Maintain RH-1 and RH-2 zoning in existing residential areas. Adapt guidelines to preserve existing scale.
- 2) Have the Mayor's Office of Housing work with the Redevelopment Agency to develop special rehabilitation programs which support residents efforts to maintain their homes in older residential areas. Expand the use of existing low interest and deferred payment loan programs by South Bayshore residents. If there is strong neighborhood support, develop a residential paint improvement program.

POLICY 2

Protect Bayview Hill as a natural open space area.

Bayview is one of the most prominent and visible natural areas in South Bayshore and San Francisco. Over thirty two acres of land on the northwest side of the hill facing Third Street and Jamestown Avenue is zoned residential. For a long time this residentially-zoned area has remained undeveloped, but within the last decade it has become subject to significant growth pressures. Close to 50 new units have been constructed within the past five years. Over 500 new units have been approved for Executive Park site and an application was submitted for over 300 additional units on the northern side of the hill facing Jamestown Avenue.

This new growth has raised concern among some environmentalist organizations and many local residents. They see Bayview Hill as one of the few remaining hills in San Francisco that is still in a natural state. They also see Bayview Hill having archaeological and cultural significance since it was part of the area of habitation of the aboriginal population in San Francisco and the Bay Area. In addition, they see its visual prominence as a major feature in the urban design of southeast San Fran-

cisco. For those and other reasons, environmental organizations and local residents have opposed development on the upper slopes on the hill. At their request, the Recreation and Park Commission has earmarked for purchase a major portion of the hill, particularly the upper slopes of the residentially-zoned area immediately adjacent to the existing Bayview Hill Park. The Recreation and Park Department has also expressed interest in purchasing a portion of the flatlands at the base of the hill to provide parking for Candlestick Park Stadium traffic. This flatland could also be used for active recreational uses when it is not needed for parking. The objective is to retain Bayview Hill as natural, recreational, archaeological and visual resource of Bayview Hunters Point. This objective is consistent with the overall master plan goal of protecting existing and historical character of South Bayshore.

Low scale single family residential neighborhoods have long existed on various portions of Bayview Hill. There is a need to protect the low-scale building horizon established by these neighborhoods.

Implementation Actions

- 1) Preserve upper slopes of Bayview Hill as a natural, cultural, archaeological and visual resource in keeping with Park and Recreation Commission's intent to purchase a significant portion of the upper slopes.
- 2) Develop recreational facilities on any flatland portions of the hill that may be purchased by the Park and Recreation Department for Candlestick Park Stadium parking so that the affected site can have a joint parking/recreational use.
- 3) Rezone to P portions of Bayview Hill purchased by Recreation and Park Department.
- 4) Reduce the permitted height limit for all sites outside of Executive Park to 32 feet.

POLICY 3

Complete modernization of Waste Water facilities, as outlined by the Crosstown Tunnel component of the approved Waste Water Master Plan, in order to accommodate future growth, e.g. Mission Bay, and enhance residential livability along the southeast shoreline.

South Bayshore is one of the primary locations for the City's sewage treatment facilities. Many of these facilities are located adjacent or in close proximity to residential areas, and affect residential character. Implementation of the Waste Water Master Plan approved by San Francisco voters has helped to modernize waste water facilities and improve their relationship to residential areas. However, one part of the plan - construction of the Crosstown Tunnel to link the Southeast facility to an ocean outfall facility - is yet to be implemented.

Existing waste water facilities in South Bayshore include sewage handling facilities that treat and discharge waste matter into the bay. The ocean, because of its larger size and stronger currents, may be more effective than the bay in dispersing pollutants and toxic concentrations and preventing them from returning to the shoreline. This might also mean that less chemicals and energy are needed to treat sewage going into the ocean, thereby making it a more cost effective long term alternative than the bay. If the potential benefits of linkage to an ocean outfall can be substantiated, construction of the Crosstown Tunnel should be carried out. A layout of the Clean Water Master Plan and the Crosstown Tunnel is shown on the next page.

Implementation Actions

- 1) Strengthen public education efforts on the importance of completing modernization of the City's waste water facilities for enhancing the residential character of South Bayshore, protecting the environmental quality of the bay.
- 2) Strengthen local organizational efforts among neighborhood groups and public and private officials to obtain the necessary federal and/or state funding support for completing implementation of the Clean Water Master Plan.

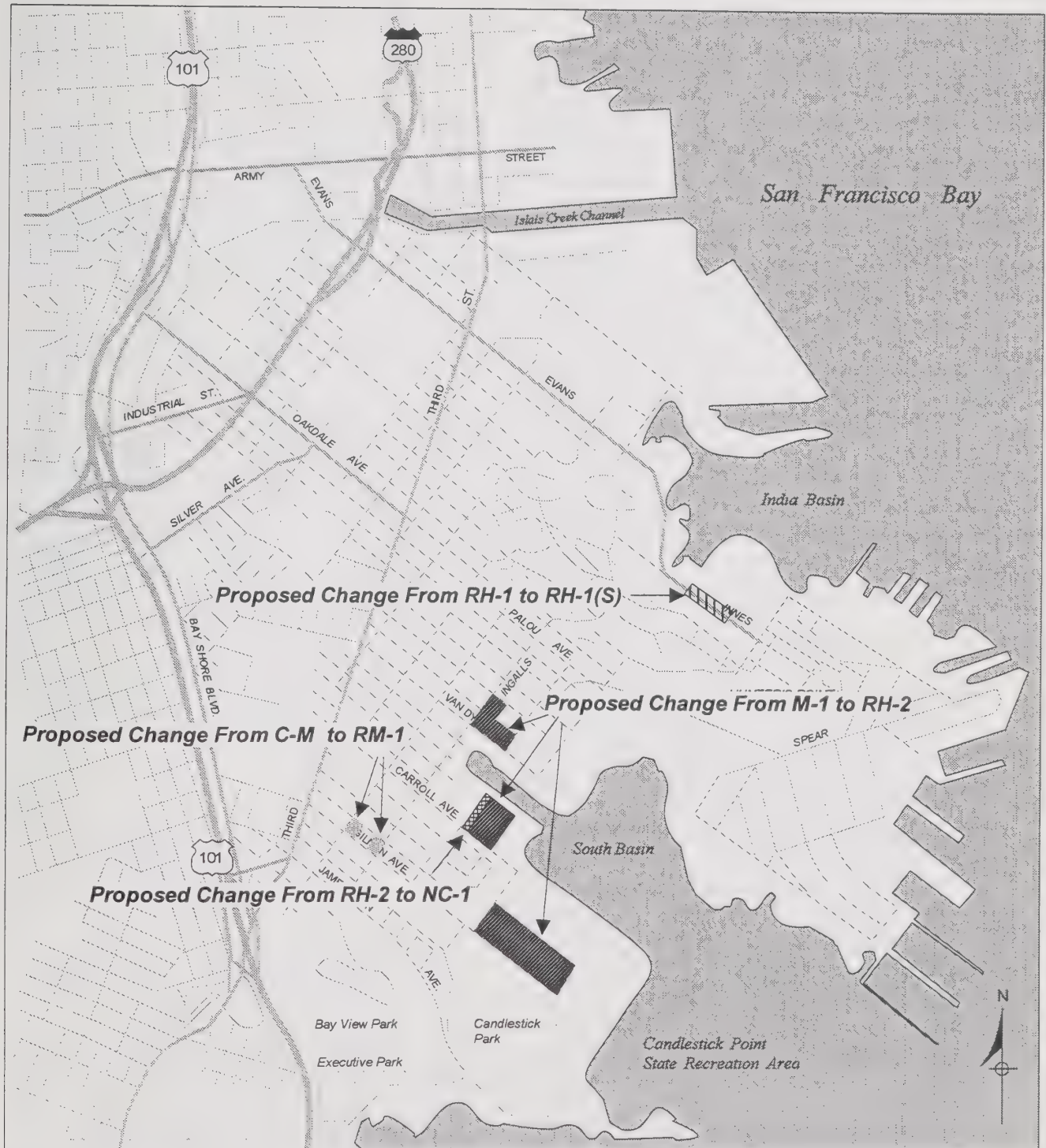


Figure 19
ZONING RECLASSIFICATION - USE

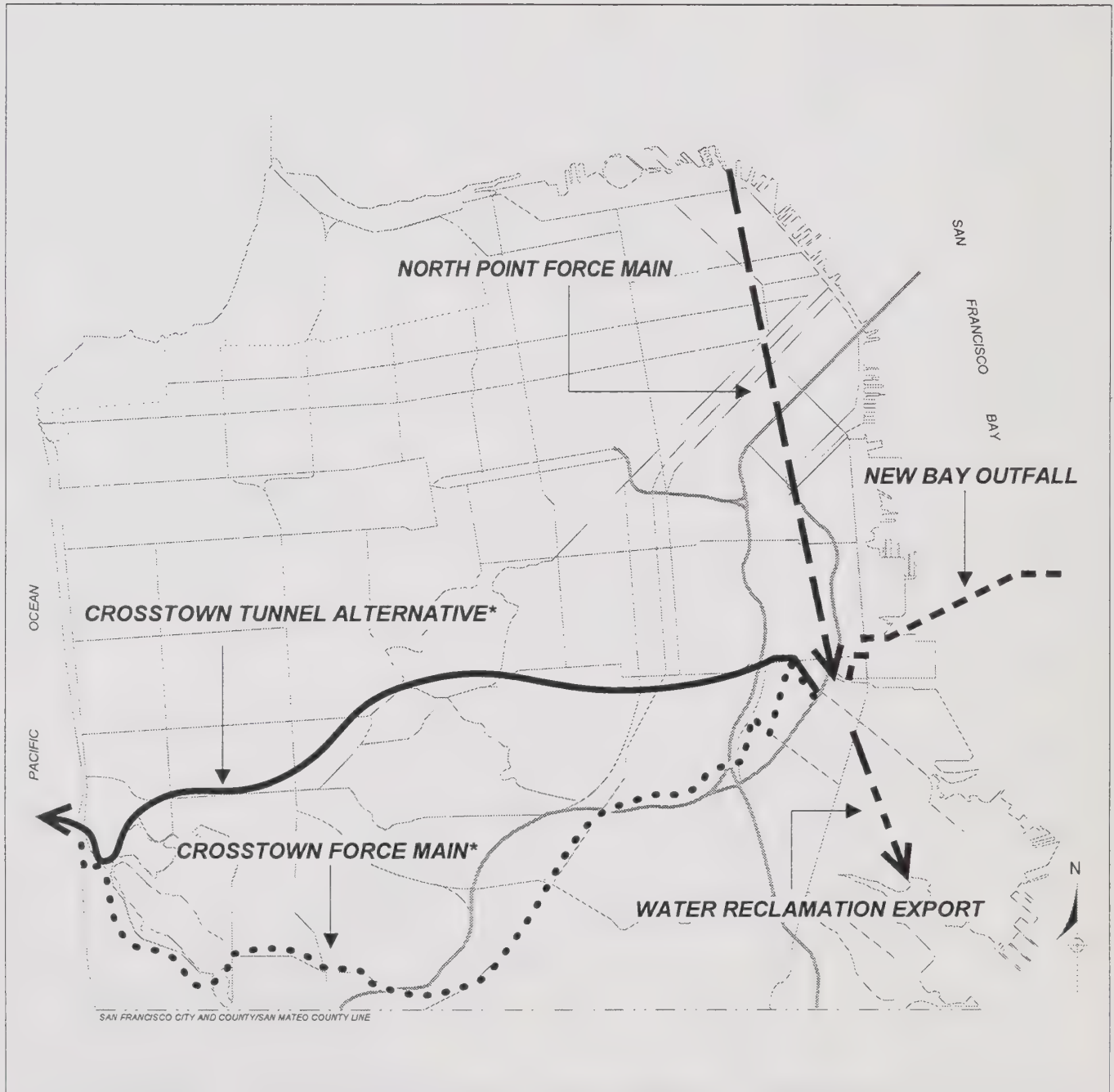


Figure 20
BAYSIDE DISCHARGE ALTERNATIVES PROJECT PROPOSED FACILITIES

*Community Preferred Alternative
(Use ocean as primary outfall to minimize adverse environmental impact on bay)

POLICY 4

Conserve the existing supply of Federally subsidized lower income housing.

The HUD contracts under which the rents for these units are subsidized are due to expire at various points over the next 15 years. If no way is found at the federal level to avoid this expiration, close to 3,000 South Bayshore residents, over 12% of the total population, could face substantial rent increases or displacement by the year 2000.

Implementation Actions

- 1) Work at a city wide level to influence federal housing policies to come up with a means of extending subsidies and avoiding displacement.
- 2) Obtain agreements from non-profit housing organizations which own and operate Section 8 housing projects to guarantee the continued affordability of this housing.
- 3) Assist non-profit housing corporations to acquire those for-profit Section 8 housing projects which will terminate in the near future.

POLICY 5

Conserve and enhance the existing supply of public housing.

Public housing is one of the main supplies of truly affordable housing. Its residential population is one of the most stable portions of the City's total population. Housing Authority officials and other City officials should work with tenant organizations and individuals in South Bayshore to increase federal funding to improve physical, social, and economic conditions in public housing areas. Many improvements can be carried out without additional Federal funding provided there is sufficient will and cooperation among appropriate local officials and residents. The following guidelines for cooperation between local officials and public housing tenants can be designed to operate at varying levels of federal funding.

1) Provide on-site social and economic programs for each housing project

Each public housing project should have adequate on-site facilities for programs that address essential social and economic needs. Particular services to be provided for residents should include child care, youth counseling, and job training and employment for adults and teens. Special priority should be given to supervising all children activity.

2) Develop more effective physical maintenance programs for housing projects

Both the large number of vacant public housing units and the rapid physical deterioration of units are unacceptable. The Housing Authority should move immediately to develop a more effective program for physical rehabilitation. It should explore the use of incentives, like rent credits, which make it easier for residents to take more responsibility in housing maintenance. Additionally, maintenance and upkeep rules should be strictly enforced by management.

3) Support family-based efforts for self-sufficiency.

In many cases public housing residents consist of extended families with close-knit ties among great-grandparents, grandparents, parents, and children. Within and among these families there is a strong sense of community that can be tapped and nurtured to solve some of the most intractable problems in public housing projects. In any given extended family with troubled so-called at-risk youth there are also strong stable authority figures who are potentially better able to reach and reform these youth than outside social agencies. Often troubled youth are more responsive to these authority figures, a grandparent or an aunt, for example, than to the authority figures from more impersonal outside agencies. In some projects residents are seeking to use the extended family as the basis for solving social problems and for developing self-sufficient community institutions. Within the extended family there are more people and hence more resources that can be pooled together to improve the social, moral, economic, and physical conditions of each other's lives. These family based efforts to build a strong sense of community and become self-sufficient should be supported.

4) Improve interface between public housing communities and adjacent neighborhoods.

Unfortunately, physical maintenance of public housing projects often falls prey to neglect. Because of this, the contrasting physical appearance of public housing projects, compared to nearby homeowner and/or market-rate apartment neighborhoods, can sometimes cause negative stereotypes directed at public housing residents. More positive interaction and mixing between the two communities can lead to greater understanding, as well as the removal of stereotypes.

5) Encourage greater use of local contractors in public housing improvement activities

Qualified minority contractors from the Bayview Hunter's Point community should be employed for physical improvement activities of public housing units to the maximum extent feasible. In addition, incentives should be given to local contractors to hire public housing residents. To the extent that union issues serve to restrict such employment, they should be addressed and resolved.

6) Enforce security measures

Special attention should be directed to the establishment of civilian "neighborhood watch" groups, and effective police monitoring, for the protection of public housing residents.

Implementation Actions

- 1) The Housing Authority should work with tenants to implement the above guidelines.

OBJECTIVE 2

ENCOURAGE CONSTRUCTION OF NEW AFFORDABLE AND MARKET RATE HOUSING AT LOCATIONS AND DENSITY LEVELS THAT ENHANCE THE OVERALL RESIDENTIAL QUALITY OF SOUTH BAYSHORE.

POLICY 1

Encourage development of new affordable ownership units, appropriately designed and located and especially targeted for existing Bayview Hunters Point residents.

Rezoning of the Candlestick Point Perimeter area from industrial to residential, the potential for new housing at Hunters Point Shipyard, the revitalization and intensification of development of Third Street, and the presence of numerous scattered sites in areas already zoned residential provide the potential for thousands of new housing units in South Bayshore. A major program effort targeting new affordable housing for existing Bayview Hunters Point residents is needed if much of the existing population is not to be displaced by new housing growth over the next ten to twenty years.

Implementation Actions

- 1) Encourage all residential developments of ten or more units requiring discretionary approval to include at least 10% of affordable units.
- 2) Encourage all developers of ten or more dwelling units to make good faith efforts to use qualified minority contractors from Bayview Hunters Point in their construction activities to the maximum extent feasible.
- 3) Establish through the Redevelopment Agency and/or the Mayor's Office of Housing an affordable housing program especially designed to provide new housing opportunities for existing Bayview Hunters Point residents.
- 4) Work with community organizations to establish a citizen participation mechanism providing adequate representation for all Bayview Hunters Point residents during all phases of the program.
- 5) Establish the following objectives for the program:
 - a) Target the income bracket for the program at 100% of median income of the San Francisco Standard Metropolitan Statistical Area (SMSA).

- b) Give priority to existing Bayview Hunters residents, especially residents and the children of residents who have been displaced by previous redevelopment project activity.
- c) Encourage dispersal of affordable units with market rate units where possible.
- d) Encourage participation by reliable and capable non-profit housing developers.
- e) Develop residential design guidelines and provide opportunities for community review to assure that future residential development is of the highest quality possible.
- c) Develop design guidelines for apartments to assure highest quality possible; give priority to design features that show continuity with viable older apartment districts in San Francisco.
- d) Develop a financing strategy to identify least costly and most reliable steps to making the street more attractive and secure for private apartment development. Such a strategy should give consideration to establishment of a Third Street community development loan fund, modelled after community land and financial trusts which have been successful in upgrading marginal commercial areas in inner city areas in other parts of the country.

POLICY 2

Develop new multi-family housing along Third Street after economic stabilization of surrounding existing residential neighborhoods.

Suggested guidelines for the revitalization of Third Street are provided under Objective 2, Policy 1 in the Land Use Element. A graphic description is given in Figure 7.

Implementation Actions

- 1) A revitalization program for Third Street might consider development of senior housing in the first stage as efforts are made in the surrounding areas to create a more supportive environment for stable apartment life on Third Street.
- 2) Other actions that should be considered in making Third Street more conducive for apartment life include:
 - a) Identify most appropriate locations for new apartments.
 - b) Develop appropriate ratio of affordable-to-market rate units to assure long term economic viability of apartment development along entire length of South Bayshore's neighborhood commercial district.

COMMERCE

IMPROVE THE VITALITY OF SHOPPING AREAS AND ATTRACT COMMERCIAL INVESTMENT FOR THE GREATER CONVENIENCE OF THE PEOPLE WHO LIVE AND WORK IN SOUTH BAYSHORE.

OBJECTIVE 1

ENCOURAGE HEALTHY RETAIL REUSE IN THE EXISTING COMMERCIAL CORE OF THIRD STREET. ENCOURAGE COMPLEMENTARY GROWTH IN ADJACENT SECTIONS.

South Bayshore has over 567 commercial establishments. These establishments are dispersed throughout the district, but the greatest concentrations occur along Bayshore Boulevard and Third Street. The establishments along Bayshore consist primarily of heavy commercial outlets, such as large lumber yards and hardware stores. Located on the periphery of the district with direct access to the James Lick Freeway, the Bayshore Boulevard commercial area serves a regional market and is economically healthy. Third Street, running through the middle of the district, is more neighborhood-serving. While immediately accessible to the surrounding residential community of Bayview Hunters Point, it is relatively insulated from other parts of the city and region and is not likely to attract a larger outside market.

The primary challenge facing the commercial sector in South Bayshore is stimulating sufficient private investment interest in healthy economic uses on Third Street. To meet this challenge consideration should be given to establish a Third Street community development loan fund specifically designed and organized to meet the financing needs for successful revitalization of Third Street.

POLICY 1

Make the commercial blocks on Third between Kirkwood Avenue to the north and Thomas and Thornton Avenues to the south the center of new commercial growth.

This section is the logical heart of Third Street. It contains the largest concentration of existing retail establishments in the district outside of those on Bayshore Boulevard. Its blocks should be the focus of a Third Street revitalization program for encouraging healthy retail reuse.

Implementation Actions

- 1) Establish as a part of the overall revitalization program for Third Street a specific component to deal with encouragement of healthy retail reuse on the commercial core blocks of the street.
- 2) Encourage the city community and economic development entities to assure that the citizen participation mechanism for this component provides for adequate representation by existing merchants and property owners on the streets as well as residents from affected residential areas and for full participation by local community based institutions in the overall revitalization effort.
- 3) Establish the following objectives for this program component:
 - a) Conduct economic surveys to accomplish the following objectives: identify the specific business assistance needs of existing local merchants and property owners, through door by door interviews if necessary; and identify the potential new retail uses that can be successfully

developed on Third Street to make the commercial core blocks more vital and vibrant.

- b) Link business assistance needs of existing local merchants and property owners with new neighborhood retail needs to determine most appropriate strategy for encouraging healthy retail reuse on commercial core blocks.
- c) Customize business assistance services according to the retail reuse strategy, giving priority to strengthening the economic position of existing merchants and property owners from Bayview Hunters Point while also attracting new merchants to the street.

POLICY 2

Shape improvement of Bayview Opera House to serve as primary cultural activity center for revitalization of Third Street.

By location, historical character, and overall mission the Bayview Opera House is central to any efforts to revitalize Third Street. As one of the primary city facilities providing cultural and artistic programs for San Francisco's African-American population, it has the potential to serve as a magnet for attracting the necessary outside market needed to make retail activity on the street economically strong.

Implementation Actions

- 1) Establish as a part of the overall Third Street revitalization program a component to deal with the physical improvement of the Bayview Opera House and the buildings and uses immediately surrounding it.
- 2) Establish the following objectives for this program component:
 - a) Improve architectural design of the building to enhance conservation of its historical character.
 - b) Design the public areas adjacent to the Opera House to accentuate its public visibility, maximize its utility as an activity center, and strengthen its linkages to the retail uses surrounding it.

- c) Concentrate and shape business assistance services on the blocks immediately surrounding the Opera House to encourage development of retail uses that are most supportive of the Bayview Opera House's role as an activity center.
- d) Develop adequate off-street parking facilities for activity center.
- 5) Promote a mixture of housing and retail as a way of attracting development to the Kiska Road redevelopment site on top of Hunters Point Hill.
- 6) Create a small neighborhood commercial area within the proposed new residential area along the perimeter of the Candlestick Point State Recreation Area. The precise location and scale of the residential area would be determined in the plan for the Planned Unit Development (PUD) of the Area.

POLICY 3

Develop secondary nodes of commercial activity.

Commercial uses in the district should be distributed in a pattern that provides convenient access to essential retail services for all residential neighborhoods. All residents should be within walking distance, approximately one-half mile, of essential neighborhood retail services.

Implementation Actions

- 1) Designate the following locations as secondary nodes of commercial activity; the commercial area on Innes Avenue between Earl and Hawes Avenues; the commercial area on Gilman Avenue between Hawes and Fitch Avenues; Third Street between Gilman and Jamestown Avenues; and the proposed commercial site on Kiska Road in the Hunters Point Redevelopment Area.
- 2) Maintain existing CM zoning on Innes between Earl and Hawes so that among other things it can provide essential retail services to surrounding residential neighborhoods.
- 3) Maintain existing NC zoning on Gilman between Hawes and Fitch so that among other things it can provide essential retail services to surrounding residential neighborhoods.
- 4) Maintain Third Street between Gilman and Jamestown as a neighborhood-commercial zone so that it can provide essential neighborhood-retail services to the Bayview Hill community.

INDUSTRY

MAINTAIN AND ENHANCE EXISTING INDUSTRIAL AREAS TO BETTER MEET THE CITY'S AND SOUTH BAYSHORE'S ECONOMIC NEEDS; ACHIEVE A CLOSER LINKAGE BETWEEN THE EMPLOYMENT AND INVESTMENT OPPORTUNITIES CREATED IN THE INDUSTRIAL AREAS AND THE EMPLOYMENT AND ENTREPRENEURIAL NEEDS IN THE BAYVIEW HUNTERS POINT COMMUNITY.

Over one half of the land in South Bayshore is devoted to industrial uses. The subareas which have industry as the primary land use include: Northern Industrial, India Basin, Hunters Point Shipyard, South Basin East, and South Basin West. Together these industrial areas contain over 500 establishments and provide over 19,000 jobs. Maintaining the vitality and growth of these areas is crucial to the economic well being and future of South Bayshore as well as the city as a whole.

The Northern Industrial, India Basin and Hunters Point Shipyard subareas are oriented toward heavy industry and heavy commercial. Physically removed from the primary residential areas of South Bayshore, India Basin in particular is more directly linked to the adjacent heavy industrial uses in the Central Waterfront above Army Street immediately outside the boundaries of South Bayshore. Growth in South Basin is circumscribed by surrounding residential areas and the Candlestick Point State Recreation Area. Future growth should be directed toward achieving more efficient utilization of space in already built-up industrial areas and improving compatibility with the State Park and surrounding residential areas.

The other industrial area is the Hunters Point Shipyard. Through special legislation under the federal Base Closure Act, it is being ceded to the city. Occupying over 500 acres, it is the single largest industrial area in the district, and has had determining influence on the overall economy of South Bayshore and the city as a whole, particularly when it was fully utilized by the navy as a major ship repair facility from World War II to 1974. By physical location and characteristics and by citizen input, it is the most appropriate location for new industrial growth. It provides a site where small-, medium-, and large-size businesses can grow and thrive unencumbered by physical proximity to residential area. Moreover, it clearly has the potential to again have determining influence on the local and citywide economy.

Given the conflict between housing and industry as a primary legacy of South Bayshore and the need to achieve harmony between residential and industrial areas, housing growth should be restricted in all areas more appropriately suited for industry.

OBJECTIVE 1

STRENGTHEN THE ROLE OF SOUTH BAYSHORE INDUSTRIAL AREAS IN THE OVERALL ECONOMY OF THE DISTRICT, THE CITY, AND THE OVERALL REGION.

POLICY 1

Maintain industrial zones in Northern Industrial and India Basin sub-districts.

Implementation Actions

- 1) Maintain M-1 and M-2 zoning for Northern Industrial, India Basin, and South Basin subdistricts, except for eastern edge of South Basin which is more appropriate for housing as an adjacent use to the State Park..
- 2) Discourage housing growth in above M-1 and M-2 areas so that industry can grow and thrive in an unfettered manner and thereby fulfill its potential as a source for jobs, income, and fiscal revenues for the City.

- 3) Encourage new industrial and/or heavy commercial uses that help to provide employment and business opportunities for Bayview Hunters Point and strengthen the economic base of the city.

POLICY 2

Achieve full reuse of Hunters Point Shipyard.

A major opportunity to bring the Hunters Point Shipyard under productive use for local purposes has become available with the Congressional Base Closures Act. Separate legislation to specifically cede Hunters Point Naval Shipyard to the City creates a unique opportunity for the Navy and the City to work together through a joint venture to bring the shipyard area into full productive use in a way that benefits both the local and regional economy. Reuse of the shipyard is being planned under the auspices of the Mayor's Citizen Advisory Committee (CAC) on the Hunters Point shipyard. Given the central role of the shipyard in the overall economy of South Bayshore and the City and County, it is essential that the CAC's activities be closely coordinated with the planning activities for South Bayshore as a whole.

Implementation Actions

- 1) Support the activities of the Mayor's Advisory Committee on the Hunters Point Shipyard to expedite reuse of the site in a manner that is environmentally clean and safe, protects the interests of existing tenants, and addresses the long run economic and employment needs of Bayview Hunters Point and the city as a whole.
- 2) The criteria for reuse of the Shipyard should give special priority to attracting uses with technologies that will help to diversify the San Francisco economy and enable it to maintain a competitive edge in the international market in the long-run future.

OBJECTIVE 2

IMPROVE LINKAGE BETWEEN GROWTH IN SOUTH BAYSHORE INDUSTRIAL AREAS AND EMPLOYMENT AND BUSINESS NEEDS OF THE BAYVIEW HUNTERS POINT COMMUNITY.

POLICY 1

Increase employment in local industries.

The India Basin Redevelopment Project has been successful in attracting new industries to the South Bayshore district. But it does not appear to have met its employment goals of major job opportunities for local residents. Local unemployment rates have increased since completion of the redevelopment project. Future revitalization activities should give greater priority to assuring job opportunities for local residents.

Implementation Actions

- 1) Require contractual agreements between City and developers of industrial and commercial facilities with ten or more employees to establish an enforceable process for making construction and permanent jobs available to qualified Hunters Point residents. Agreements should also establish process for use of local contractors and firms for construction and procurement activities. City should work through community based job training entities in Bayview Hunters Point to implement employment provisions.
- 2) Ensure that any financial or technical assistance provided by the City for a new industrial or commercial development of ten or more employees is conditioned by local employment and business opportunity provisions that are targeted for the Bayview Hunters Point community.
- 3) Require new commercial and industrial developers and employers to participate in a centralized employment brokerage program established to assist employers in locating qualified workers from Bayview Hunters Point.
- 4) Strengthen community job training and education efforts to assure greater access to employment and business opportunities in industrial areas.
- 5) Increase outreach efforts by community job training entities, such as Young Community Developers and the Southeast Community College Center, to local residents, giving special priority to residents in public housing projects.
- 7) Assist efforts by community job training entities to maintain a comprehensive and current list of available job opportunities and 'job-ready' local residents.
- 8) Have Mayor's Office of Community Development (OCD) ensure that employment and training needs of Bayview Hunters Point residents are taken into consideration in OCD's implementation of the City's Employment Brokerage Program.

POLICY 2

Encourage the local business community to play a larger role in the industrial sector of South Bayshore.

In the recent past, the business community in Bayview Hunters has focused most of its interest on revitalizing the retail section of Third Street. Yet even with such revitalization, business opportunities would be limited because of the essentially neighborhood-serving commercial function of Third Street and the ample supply of existing commercial space. Potentially the industrial sector of South Bayshore offers more business opportunities than the commercial sector. The local business community should broaden its interest in economic development to look at ways of playing a larger role in the industrial sector.

Implementation Actions

- 1) Convene of a series of educational workshops with the local business community on potential business opportunities in the industrial sector and how local businesses might take advantage of them.
- 2) Encourage community-based economic development corporations to work with the local business community to develop and implement a plan to establish an incubator industry program in the South Bayshore industrial area. Such a program could be linked to Young Community Developers and the Southeast Community College to provide job opportunities for local young people.

POLICY 3

Support expanded role of African American firms in distribution and transportation industries.

The South Bayshore Economic Study (May 1988) prepared by Recht Hausrath Associates documented that "Warehousing/Distribution/Transportation" (W/D/T) industries dominate the South Bayshore economy. African-Americans are grossly underrepresented in these industries. In most cases, as business owners and operators, they are totally unrepresented. It is only within the past decade that a few African American firms have managed to gain a foothold in this economic sector. These firms include one trucking firm owned and managed by African-American women. The efforts of these firms should be strongly supported. They still face many barriers to full participation as private entrepreneurs because of the historical isolation of African Americans from these industries. These barriers include private market restrictions relating to bonding, financing, contract bidding, marketing, and organizational leverage. Programs specifically designed to eliminate each of these barriers should be developed and implemented so that African American firms can compete on an equal basis with other private firms in the dominant economic sector of South Bayshore.

URBAN DESIGN

DISTINCTIVE CHARACTERISTICS OF SOUTH BAYSHORE

There is enough developable land among and within built up portions of South Bayshore for new growth to have a major impact on its overall aesthetic character. The primary design challenge is to locate and shape new growth to accentuate the positive characteristics inherent in the topography, history, and existing use activities of the district.

INDIA BASIN/HUNTERS POINT HILL

The steep incline of the northern side of Hunters Point Hill provides a dramatic visual image of the separation between the heavy industrial uses of India Basin and the residential neighborhoods of Hunters Point.

Innes Avenue along the northern base of the hill has a low building scale and interesting mixture of single family residential, commercial, and light industrial activities in an intimate pedestrian setting. New retail and eating and drinking uses would help foster commingling among these various uses.

Roadways combing the intricate texture of the hill reveal a dense residential style population, where blocks of older multi-family housing projects are linked to blocks of newer suburban-style housing, with sudden dramatic views of the bay at various points.

The open space at the top of Hunters Point Hill Park offer sweeping views of the industrial side of the bay - Hunters Point Shipyard, the shipyards of Oakland and Alameda - views linked to the industrial-oriented character one experiences in South Bayshore at a pedestrian level.

SOUTH BASIN, EAST OF THIRD

The eastern edge of South Basin along the Candlestick Point State Recreation Area provides an interesting mixture of light industrial, institutional and residential uses with level topography and convenient pedestrian access.

Cottages and small church buildings scattered among the small manufacturing, warehousing, and other industrial uses of South Basin convey a sense of the 'early industrial city' when there was a healthy tolerance for and commingling among these diverse uses.

CANDLESTICK POINT STATE RECREATION AREA

The state park provides direct public access to the south-east shoreline of San Francisco Bay with a major wetlands area to be developed at the Yosemite Canal.

The park provides a naturalistic upland and wetland environment along the shore of the Bay that offers respite and seclusion.

Strong gusty winds along the shoreline during most days tend to encourage individualized activities, such as walking, fishing, and wind-surfing.

BAYVIEW HILL

Perceptions from the heavily wooded glade at the top of the hill interweave a sense of closure and seclusion with dramatic open-ended views of the entire South Bayshore area, Downtown, and the bay.

Existing residential neighborhoods reveal an interesting mixture of small cottages and single family flats over a garage, many perched in intimate niches created by the uneven topography of the hill.

The evenly terraced eastern side of the hill above Executive Park contrasts with uneven texture of the northern side where sudden drops in elevation reach flat table-like formations.

SILVER TERRACE

Uniformly developed older residential blocks consisting of one story flats over garages with stucco exteriors, are reminiscent of those in the Sunset, Richmond and Excelsior districts.

The Bayview Farm agricultural area provides an open vista from the solid residential blocks and a transition to the light industrial uses in South Basin, west of Third Street.

THIRD STREET

Third Street has an intimate pedestrian character, with a warm sunny climate on most days. This character is understated because of the overconcentration of unhealthy uses and automobile orientation that presently characterize the street.

The Bayview Opera House is uniquely situated to serve as a major activity center which preserves the working class heritage and brings together the diverse social and cultural elements that make up today's community.

OBJECTIVE 1

ENHANCE SOUTH BAYSHORE'S POSITIVE FEATURES.

South Bayshore has many positive features: a varied topography, a shoreline, a warm and sunny climate, a small pedestrian-oriented building scale, and at times a certain charm to its unkempt character. The problem is that many of its positive features become overwhelmed by such things as unattractive building features, intrusive truck and automobile traffic and 'blank' spaces of vacant land that lack definition.

To a large extent, many of the community economic development problems will have to be resolved before the positive features of South Bayshore as an urban district can become fully expressed. For example, Third Street provides the initial and primary visual impression of the district to most outsiders traveling through it. The bars on shop windows and doors, the boarded up storefronts, and the general scene on many blocks give an uninviting impression. It will be difficult to correct this negative visual impression until healthier economic uses are brought to the street. The underlying problem is economic. However, once a certain threshold is reached in solving the economic problems, urban design becomes very important. The scale of buildings, their relationship to each other and the street and sidewalks, the placement of street furniture, and other factors relating to the treatment and organization of space become important for giving the street an inviting appearance and sustaining marketability and growth over the long run.

POLICY 1

Better define South Bayshore's open space areas by building up the areas around them.

South Bayshore has a unique assortment of public open space, including Bay View Hill Park, Hilltop Plaza, Adam Rogers Park, Youngblood Coleman Playground, Bayview Playground, the Candlestick Point State Recreation Area, and the Bayview Farm. Yet some of these areas do not stand out visually, and some are not fully accessible to the community, due in part that some of them such as Bay View Hill and Candlestick Point State Recreation Area, are not fully improved as public open space areas and the surrounding privately owned property around them is not adequately built up. Construction of more housing and development of more intense pedestrian-oriented activity around their edges would help to accent their existence as open space areas, and promote their use.

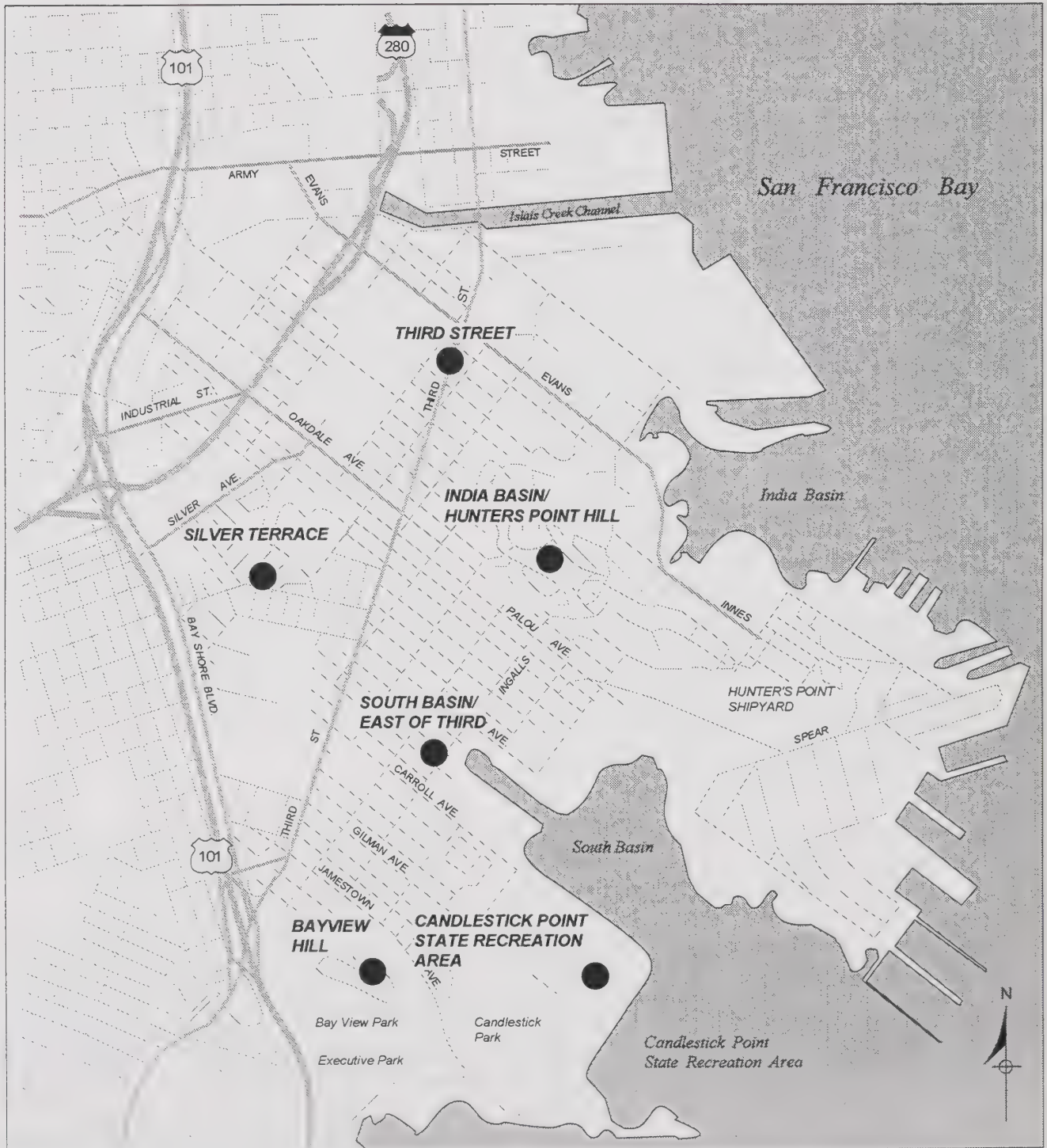


Figure 21
SOUTH BAYSHORE DISTINCTIVE AREAS

Implementation Actions

Candlestick Point State Recreation Area

- 1) Encourage the State of California to expedite completion of remaining improvements for Candlestick Point State Recreation Area.
- 2) Rezone the privately owned land in the Candlestick Point Perimeter area from industrial to residential, as proposed in Land Use Element, to attract more supportive adjacent uses for the State Park.
- 3) Give special attention to the development of the Yosemite Canal as a natural wetlands area.

Bayview Hill Park

- 1) Preserve Bayview Hill as an open space, cultural, archeological, and visual resource of Bayview Hunters Point.
- 2) Encourage Recreation and Park Commission to purchase vacant portions of Hill to implement preservation.
- 3) Rezone to P (Public) after purchase is effectuated.

Bayview Farm

- 1) Have Park and Recreation Citizens Advisory Committee consider purchase of Bayview Farm site so it can be rezoned to P as the last remaining agricultural area in San Francisco.
- 2) Assuming effective consummation of the above implementation action, attach a provision to the rezoning conditions to assure use for agricultural purposes in perpetuity.

POLICY 2

Improve the visual quality of Third Street

Third Street between McKinnon Avenue and Thomas and Thornton Avenues is proposed as the primary commercial and activity center for South Bayshore. Although Third Street is a major vehicular thoroughfare, the building scale is pedestrian-oriented. This orientation should

be strengthened in concert with efforts to bring healthier economic uses and more people on the street to shop. Particular attention should be given to making the space around the historic Opera House more attractive and secure for leisure shopping and for cultural and social events. Development of the two small triangular blocks in this section of Third can play a useful role in this regard.

Implementation Actions

- 1) Develop an urban design plan for strengthening and enhancing the pedestrian orientation of Third Street between McKinnon Avenue, Thomas and Thornton Avenues with the Opera House serving as the hub of pedestrian activity.
- 2) Coordinate development and implementation of the plan with the overall planning and development activities for revitalization of Third Street, as proposed in the Land Use Element of this plan.
- 3) Have the Park and Recreation Commission consider purchase the triangular block bounded by Hudson, Innes, Newhall, and Third to prevent development of an industrial use and create a visual open space that will help to soften the visual edge of the street.

POLICY 3

Recognize, protect, and enhance cultural resources of aboriginal populations as integral imprint on land use structure of South Bayshore.

Archeological evidence indicates that prior to European settlement, South Bayshore, like many other parts of San Francisco was the home of aboriginal Native American groups for thousands of years. Doubtless, many remains of the settlements of these groups remain buried in the area. The South Bayshore Plan recognizes the significance of this deep cultural heritage, and accordingly views the entire geographical area covered by the Plan as having potential archeological significance. Under this view, archeological investigation and plan remediation are encouraged for any substantial proposed physical development with the potential to encounter buried archeological resources within the boundaries of South Bayshore. Such investigation and remediation plans shall occur prior to the issuance of a building permit for the affected development.

This policy is responsive to the claim of the Muwekma tribal government to the extent permitted by state and federal law. Both the Board of Supervisors and Human Rights Commission have approved resolutions supporting the claim of the Muwekma tribal government as aboriginal descendants of South Bayshore and other parts of San Francisco. This policy recognizes these resolution and encourages participation by the Muwekma tribal government in the archeological investigation and remediation activities under state and federal law.

Implementation Actions

- 1) Meet federal and state environmental regulations on cultural resources as minimal criteria for protecting imprint of aboriginal populations on South Bayshore land use structure.
- 2) Inform and invite participation by descendants of aboriginal populations in South Bayshore, namely, the Muwekma tribal governments, about aboriginal cultural land on a timely enough basis so it can participate in all phases of archeological investigation and mitigation process.

OBJECTIVE 2

IMPROVE DEFINITION OF THE OVERALL URBAN DESIGN OF SOUTH BAYSHORE

POLICY 1

Recognize and enhance the distinctive features of South Bayshore as an interlocking system of diverse neighborhoods.

The major land uses in South Bayshore tend to be distributed in bands that stretch across the width of the district. The northernmost band is given over to heavy industrial and commercial uses. The central band consists of the heart of the residential community, commonly known as Bayview-Hunters Point. It is followed by South Basin, a light industrial area that has an intimate relationship to the residential neighborhoods along its edges. Below South Basin is Bayview Hill, the southernmost residential neighborhood in the district, as well as Candlestick Park Stadium and Executive Park.

South Bayshore is sometimes thought of as a semi-rural area; yet it is a built-up urban area with a rich variety of land uses. Hunters Point has been noted for its heavy concentration of public housing; yet it contains a variety of residential neighborhoods and housing types. Historically, there have been serious land use conflicts between industry and housing in South Bayshore. Today significant conflicts remain, but there is a strong potential through sensitive urban design for industry, housing, commerce and open space to function together as a coherent whole. Efforts to revitalize South Bayshore should be accompanied by efforts to encourage greater recognition and definition of the diverse uses that make up the subareas of South Bayshore and of the interrelationship among these subareas which give a unique character to the district as a whole.

Implementation Actions

- 1) Encourage voluntary efforts by citizen groups, schools, and professional associations to describe the positive and negative aspects of South Bayshore and what can be done to make it more pleasant and attractive. One of the most interesting research projects done on South Bayshore is an community history book prepared by a fourth grade class at Saint Paul of the Shipwreck School in 1987. The book provides a revealing glimpse of how children see their community environment in both positive and negative terms. Similar efforts should be encouraged among citizen and school groups to stimulate residents to see themselves and their community environment in bigger terms.
- 2) Develop information on the unique, positive characteristics of the South Bayshore for dissemination to the public. Organizations such as the Visitors and Tourists Bureau should be encouraged to include Bayview Hunters Point in its public information on San Francisco neighborhoods. These organizations should be provided with balanced information on the diverse characteristics of the South Bayshore district.
- 3) Develop and implement small scale public improvement projects that will enhance the distinctive urban character of the area, such as acquisition and improvement of triangular blocks on Third and Innes Streets for passive open space that softens the visual edge of these streets.

- 4) Link marketing of specific revitalization projects to improved public information on the amenities that exist in the district as a whole. As specific revitalization projects occur in South Bayshore and efforts are made to market new space, these marketing efforts should include information on the variety of amenities, natural and man-made, offered by the district.

POLICY 2

Increase awareness and use of the pedestrian/bicycle trail system that links subareas in South Bayshore with the rest of the City.

The pedestrian bicycle trail system is shown on Figure 14. The large land area and hilly topography of South Bayshore can make it difficult to cover by walking. Bicycling is a convenient alternative. Information about the plan should be made more available to the residents of the South Bayshore. There may be an opportunity to extend the plan through the South Bayshore, using abandoned rail lines, particularly the rail spur that runs along the edge of South Basin.

RECREATION AND OPEN SPACE

OBJECTIVE 1

PROVIDE ADEQUATELY LOCATED, WELL DESIGNED, FULLY EQUIPPED AND WELL USED RECREATION FACILITIES.

South Bayshore is more than adequately endowed with recreation and open space facilities in terms of gross acreage. When the Candlestick Point State Recreation is counted among its overall facilities, the amount of park land per 1,000 population comes out to approximately 10.36 acres, about twice the City average of 5.5 acres per 1,000 population. Primary issues deal with: limited resident utilization of some facilities; the lack of improvements at some facilities; lack of accessibility due to geographic distance or topography; need for sensitive design of small scale open spaces in more dense areas to enhance aesthetic quality of district, and imbalance in some cases between specific recreational facilities or programs offered and the interest of the surrounding community in these facilities or programs; and the costs of adequately maintaining facilities.

POLICY 1

Make better use of existing facilities.

The South Bayshore is served by a number of City parks and recreation facilities, including Youngblood Coleman Playground, Hilltop Park, Adam Rogers Park, Lee Recreation Center, Milton Meyer Recreation Center, Bayview Playground, Gilman Playground and King Pool. A new public shoreline park will be created along India Basin. In addition to City facilities, the 155 acre Candlestick Point State Recreation Area extends along the eastern shoreline from the San Mateo County line north along the Bay to Hunters Point Naval Shipyard. The list of facilities includes hilltop parks with great views of the City and Bay region, shoreline parks, and neighborhood parks with specialized recreation facilities and programs.

Many of these varied parks, open spaces, and recreational facilities are under used by the neighborhood residents. In some cases this is due to limited access, such as at Bayview Hill Park, in other cases, it may be due to an imbalance between specific recreational facilities and the interest of the surrounding community in these facilities; a need for increased recreation programming and staffing; better facility maintenance; or a lack of resident information about available programs. All these issues should be addressed.

In each case, community residents and Recreation and Park Department recreation staff should be discussing these issues and identifying mechanisms to increase resident utilization of the recreation and park facilities. The Recreation and Park Department holds public hearings annually to receive public input on what recreational activities neighborhood residents want offered at their local parks and recreational facilities. In addition to the annual meetings, staff at neighborhood facilities meet with community residents to talk about facility programming and other neighborhood concerns. The Recreation and Park Department should consider whether their community outreach efforts should be increased to achieve broader community consensus about needs, interests, goals and improvements. It should also discuss with community the importance of small-scale passive open space in improving the urban design of the district.

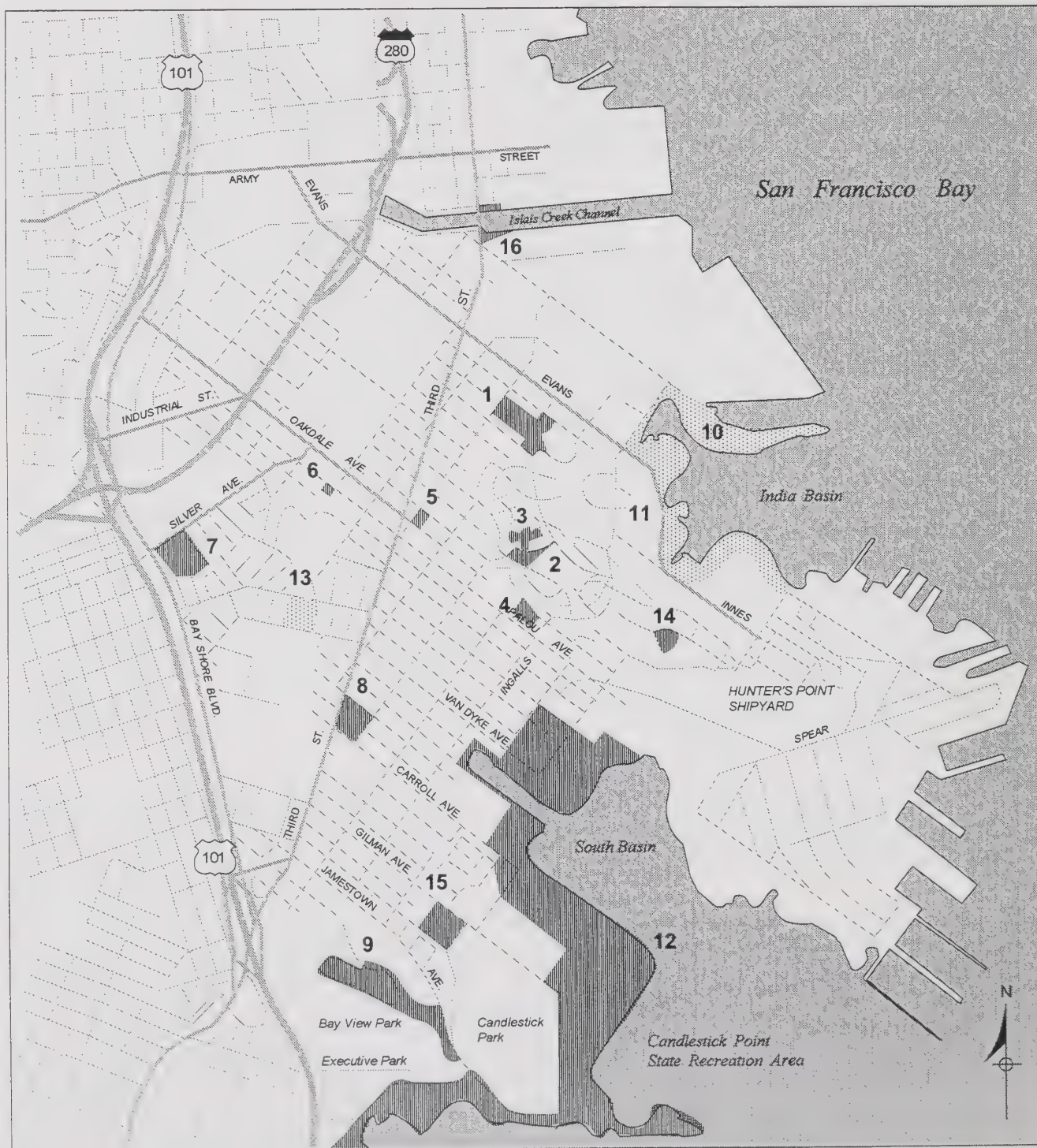
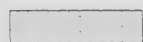


Figure 22
PARKS AND OPEN SPACE LOCATIONS



Existing Parks and Open Space



Proposed Parks and Open Space

- | | |
|------------------------------|--|
| 1. Youngblood Coleman | 10. Pier 96 |
| 2. Hilltop Park | 11. India Basin Public Shoreline |
| 3. Ridgeway Plaza | 12. Candlestick Pt. State Rec. Area |
| 4. Adam Rogers | 13. Historic Farm Site |
| 5. Lee Recreation Center | 14. Milton Meyers Rec. Center
(Hunters Point Rec. Center) |
| 6. Palou/Phelps Mini Park | 15. Gilman Playground |
| 7. Silver Terrace Playground | 16. Islais Creek Public Access
(Port) |
| 8. Bayview Playground | |
| 9. Bayview Park | |

Implementation Actions

- 1) Request the Recreation and Parks Department to monitor and evaluate its citizen information and participation activities in South Bayshore and make the necessary improvements to assure maximum dissemination of information and citizen involvement in the planning and use of recreation facilities.
- 2) Encourage development of supportive adjacent uses to recreation and open space areas to accent definition of these areas as appropriate and promote greater public utilization.
- 3) Encourage acquisition and improvement of small scale open spaces at strategic locations to accent and improve environmental design of the district.

POLICY 2

Maximize joint use of recreation and education facilities.

In addition to City and State Recreation and Park facilities, a number of other recreation facilities and programs are located in South Bayshore. Opportunities for community use of these facilities should be increased and/or improved.

Some of these facilities include public schools. In the South Bayshore district, after school recreation programs are offered at Bret Harte School, Sir Francis Drake School, Joseph Lee Recreation Center, Youngblood Coleman Playground, and Milton Meyer Recreation Center. The Recreation and Park Department and the community should monitor community utilization of available after school sites, and determine whether site additions are required, and whether any other program changes would result in better utilization of the available facilities.

There are also great opportunities for community use of the Candlestick Point State Recreation Area. The City and South Bayshore community should continue to work with the State Department of Parks and Recreation to implement the master plan for Candlestick Point State Recreation Area. Provision of better public transit to the

State Park from the South Bayshore, and from the City as a whole would also help to increase use of this significant recreational resource.

Implementation Actions

- 1) Encourage City Recreation and Parks Department to increase community outreach efforts in Bayview Hunters Point.
- 2) Encourage the City Recreation and Parks Department staff review and report to appropriate community organizations on allocation and use of monies for renovating recreation and park facilities in South Bayshore using an umbrella organization such as the New Bayview Committee as a central point of contact.
- 3) Have Recreation and Parks Department work with appropriate community organizations in South Bayshore to assure optimal scheduling and use of renovation and maintenance funds for recreational and park facilities.
- 4) Have Recreation and Park Department monitor community utilization of available after school sites, report findings back to appropriate community organizations, and make necessary improvements to maximize utilization.
- 5) Encourage State to expedite completion of remaining improvement to Candlestick Point State Recreation Area
- 6) Encourage Muni to improve public transit to the State Recreation Area.

POLICY 3

Renovate and renew South Bayshore parks and recreation facilities, as needed.

South Bayshore Parks and recreation facilities need regular maintenance and periodic renovation in order to attract and accommodate continued and increasing neighborhood use. South Bayshore should receive its fair share of funds for this purpose.

OBJECTIVE 2

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE OF SOUTH BAYSHORE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER NON-OPEN SPACE USES REQUIRING A WATERFRONT LOCATION.

The Recreation and Open Space Element of the Master Plan contains specific policies for open space development along the shoreline of the Bay. The general policies and the policies for location within South Bayshore are as follows:

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on the unique waterfront location by improving visual and physical access to the water in conformance with urban design policies.

POLICY 2

Maintain and improve the quality of existing shoreline open space.

POLICY 3

Create a trail around the perimeter of the City which links open space areas along the shoreline and provides for maximum waterfront access.

POLICY 4

Support development and implementation of Islais Creek Restoration project

The Friends of Islais Creek is a voluntary organization formed over five years ago to restore the Creek and its immediate shoreline as nearly as possible to its natural state prior to modern human development and make it accessible for human recreational use. Through volun-

tary work efforts, such as clean-up and replanting activities, supported by a modest amount of State funding, the Friends have already taken major steps toward this goal. They are now working with a Technical Advisory Committee of affected local and regional agencies to prepare and implement a master plan for restoration. This Plan fully endorses and sanctions this effort. A restored Islais Creek would provide a major visual and recreational focal point for entry into South Bayshore from the Downtown area.

POLICY 5

Provide new public open spaces along the shoreline.

Islais Creek

Support community efforts to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides areas for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

Pier 98

Pier 98 is a narrow eleven acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new bridge, the Southern Crossing, that was once proposed for the site. To avoid conflict with the Port's needs for maritime terminal facilities, make the pier south of Jennings Street available for public shoreline access. Include a trail system, seating and picnic tables, and wildlife observation areas. Maintain support of a significant seasonal shorebird and wildlife population and restore and enhance marsh and tidal mudflats.

India Basin

Retain existing privately operated boat maintenance and repair yard uses. Give priority to development of marine oriented industrial and commercial recreation on property inland of the shoreline. Acquire and develop the shoreline areas as a continuous waterfront park. Permit development of a small boat marina with related facilities,

including a public boat launch facility. Provide well-marked pedestrian and bicycle trails. Create grassy picnic areas and reserve vista points with good views over the Bay and to the downtown area. Investigate potential to reintroduce marsh and mudflats to restore these habitats for native flora and fauna.

Hunters Point Naval Shipyard

Seek ways to increase public access to the shipyard shoreline without interfering with the primary goal that the shipyard be developed into a major employment center that helps to provide an economic base for the Bayview Hunters Point community and diversify the overall economy of the City and County with future-oriented industrial, institutional, and/or mixed uses.

Candlestick Point

Encourage and facilitate implementation of the master plan for development of the Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline.

The State's master plan calls for enhancement of wildlife habitat and development of water-oriented uses, and other active and passive recreational uses. The marsh is to be restored near the mudflats at the north end of the park to form a natural wetland. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned for the southeast end of the park at 'Sunrise Point'. This plan calls for construction of hiking trails throughout the park.

Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers, swimming beaches, and a community cultural and recreation center.

The water oriented uses proposed in the Master Plan for the State Park include: marina complex with space for a

ferry landing and concessions and slips for permanent as well as daytime boat tieups. The marina would also include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

Bayview Hill

Improve Bayview Park to make it more accessible for the public by providing for better user access, giving greater priority to pedestrian over vehicular access. Consider a greater linkage between Bayview Hill and the Candlestick Point State Recreation Area. This linkage could be established by creating a pedestrian trail between the two. As private development occurs along the periphery, orient that development in ways that will enhance the attractiveness of the park and improve accessibility to it.

COMMUNITY FACILITIES AND SERVICES

ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF COMMUNITY FACILITIES AND SERVICES THAT ARE RELEVANT TO PRESSING SOCIAL AND ECONOMIC PROBLEMS IN BAYVIEW HUNTERS POINT.

Overall South Bayshore has an adequate physical supply of multi-purpose community facilities. The primary issues which should be addressed relate to: providing adequate physical maintenance for these facilities in light of shrinking local funding; maintaining an effective level and quality of program services in the face of federal and state funding cutbacks; increasing utilization of existing facilities, particularly the Opera House, the Southeast Community College Center and the old Wells Fargo Bank building which is now serving as a community center; and shaping the overall coordination of program service delivery to have maximum impact on social needs in the Bayview Hunters Point community.

A comprehensive survey of community problems by the Bayview Hunters Point Roundtable, a coalition of service providers, found the Bayview Hunters Point community to be facing "spiraling problems relating to poverty, teen pregnancy, unemployment, substance abuse, single parent families, and students dropping out of high school." The survey, entitled "Directions to the Future, Issues and

Strategies for Change in the Bayview Hunters Point Community, (1987) identified four major issues to be addressed to deal with these “spiraling problems”:

- 1) The quality of life and lifestyle must be improved;
- 2) Essential goods and services must be affordable to residents of the area;
- 3) Problems of youth in the community must be addressed in a context which preserves, promotes, and rebuilds the sense of family characteristic of the neighborhood’s past.
- 4) Political, economic, and cultural power and authority must be built which is native to and representative of the community.

Many of these issues are addressed in various policies of the proposed Plan. For example, the Housing Element proposes specific objectives and policies relating to maintaining and enhancing the existing family character of residential areas in South Bayshore and to targeting affordable housing for existing Bayview Hunters Point residents. The Industry Element proposes specific objectives and policies on improving job training, employment and business opportunities for the Bayview Hunters Point community.

Since the Master Plan deals primarily with physical and economic aspects of development, it does not cover specific issues relating to the delivery of social programs and services. Nevertheless, the social problems and needs in South Bayshore are of such a nature and scale that they must be addressed as a part of an overall strategy for revitalization. A strategy for physical and economic revitalization of South Bayshore will not be successful if it does not also address social concerns.

There are over 300 agencies and persons providing services to the Bayview Hunters Point community in the areas of: Child Abuse, Child Care, Churches, Community Advocacy, Education, Emergency Services/Family Support, Employment, Housing, Legal, Mental Health/Medical Facilities, Meeting Facilities, Recreation Services and Substance Abuse.

The Directions to the Future report provides a framework for assessing programs affecting the Bayview Hunters Point community according to four issue/goal areas:

Quality of Life and Lifestyle; Affordability; Problems of Youth; Political, Economic, and Cultural Power. The framework is broad enough to include all types of physical, social, and economic programs and can therefore provide a basis for assuring that social program efforts in Bayview Hunters Point are effectively integrated with physical and economic efforts. This assurance would occur through a tracking plan that monitors each program, documents and assesses performance, and establishes priorities. Task forces on each issue/goal area would be used to implement the tracking plan, and community-wide meetings would be held to provide information of its progress.

OBJECTIVE 1

ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF COMMUNITY FACILITIES AND SERVICES TO MEET NEEDS OF LOCAL COMMUNITY.

Since Bayview Hunters Point already has an ample supply of general purpose community facilities the primary need is to provide adequate maintenance for those that already exist. Also the educational-related facilities, such as the Southeast Community College, appear to be under used by local residents, especially young people. In light of the urgent need to improve skill levels among residents, there should be a concentrated effort to increase local use of educational-related facilities.

POLICY 1

Assure adequate maintenance programming and resident utilization of existing multi-purpose community facilities.

Implementation Actions

- 1) Have appropriate Department of Public Work staff report to the New Bayview Committee and other community organizations on capital improvements activity in South Bayshore and seek citizen input on planning capital improvements activities.
- 2) Have San Francisco Public Schools report to appropriate community organizations on its future plan for

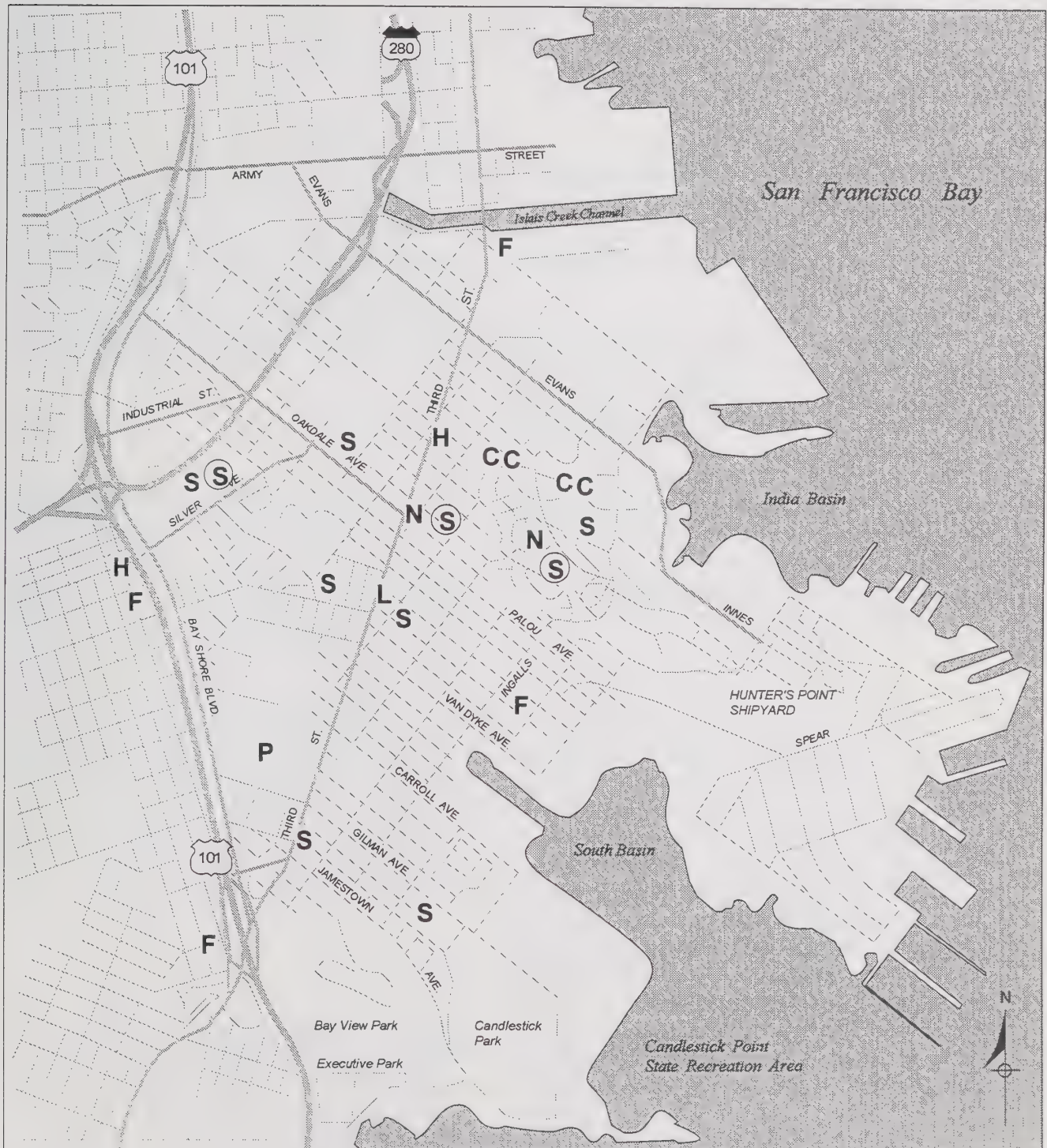


Figure 23
COMMUNITY FACILITIES, PUBLIC HEALTH AND SAFETY LOCATIONS

<i>S</i>	<i>Opened School</i>	<i>H</i>	<i>Public Health Center</i>
<i>S</i> (in circle)	<i>Closed School</i>	<i>CC</i>	<i>Childcare Center</i>
<i>P</i>	<i>Proposed Site for Police Station</i>	<i>N</i>	<i>Neighborhood Center</i>
<i>F</i>	<i>Fire Station</i>	<i>L</i>	<i>Library</i>

the four unused school buildings and seek citizen input on ways and means of bringing these buildings into more productive uses.

POLICY 2

Expand outreach efforts to increase residents participation in local educational programs.

POLICY 3

Carry out a comprehensive system for tracking, monitoring, and setting priorities among the many social programs serving the Bayview HuntersPoint community, giving special attention to the needs and concerns of young people.

- 1) Support implementation of tracking plan recommended by Bayview Hunters Point Roundtable and other community organizations to monitor, document, and set priorities among the social program activities affecting the Bayview Hunters Point community.
- 2) Assist district-wide community organization in finding resources to convene an annual community-wide conferences to address social issues and priorities associated with revitalization of Bayview Hunters Point and report back to City staff with findings and recommendations.
- 3) Maintain liaison between City staff, district-wide, Bayview Hunters Point citizens groups, and other community organizations for monitoring progress of the social program aspects of the overall revitalization effort for South Bayshore.

OBJECTIVE 2

COMBINE SOCIAL REVITALIZATION WITH PHYSICAL AND ECONOMIC REVITALIZATION EFFORTS.

There is an increasing need for physical facilities for more specialized community services, particularly child care centers and senior housing related facilities. Although South Bayshore has one of the highest female-headed household and child populations in the city, it had only two subsidized child care centers. As large scale new development occurs it will be important to also require provision of child care facilities as a part of the development. The need for even more specialized services has come with the increase in babies born into addiction due to drug usage by their mothers during pregnancy. The effort to stimulate construction of more senior housing in the district should include measures to assure that the housing is properly designed to meet the social and health needs of the residents on a project specific basis.

POLICY 1

Increase funding for and achieve closer coordination between health, social, and educational programs, particularly those relating to drug abuse and teen-age pregnancies.

Implementation Actions

- 1) Support efforts to increase the number of subsidized day care centers in South Bayshore, giving special priority to those providing specialized services, such as care for children born into drug addiction.
- 2) Encourage all developers of forty or more dwelling units to also provide physical facilities for a child care center.

POLICY 2

Shape new housing growth to include adequate provision of physical facilities for social and health needs of senior citizens.

Implementation Actions

- 1) Encourage development of senior housing to complement multi-purpose social programs for seniors in Bayview Hunters Point.

POLICY 3

Make maximum use of indigenous community resources to increase civic pride and support physical and economic revitalization.

South Bayshore also has important indigenous community resources. According to the Bayview Hunters Point Roundtable, there are close to one hundred churches in the district, perhaps more per capita than any other district in the city. These and numerous other community institutions have considerable influence in shaping community opinion. They can help to provide valuable services, especially to families, and mobilize voluntary community efforts for civic pride and revitalization.

POLICY 4

Centralize location for district-wide community information, outreach and meeting activities.

As the centrally located hub for the commercial revitalization of Third Street, the Opera House is ideally suited to serve as the central place for district-wide community activities in South Bayshore. The community based organization occupying the old Wells Fargo Building is also well suited for this purpose. The existing staff and physical facilities of these organizations are already available to and utilized by a wide variety of Bayview Hunters Point organizations and individuals for a variety of purposes. With minimal enhancement to existing resources, they can centralize the community information network needed for physical, social, and economic revitalization of the Bayview Hunters Point community.

Implementation Actions

- 1) Incorporate centralized public information function for established citizen participation structures to assist in spurring revitalization at Third Street.
- 2) Encourage New Bayview Committee, Bayview Opera House and other district-wide organizations to make greater use of indigenous and voluntary neighborhood resources to spur the overall revitalization effort.

PUBLIC SAFETY

PROVIDE ADEQUATE, EFFICIENT AND PROPERLY LOCATED POLICE, FIRE AND HEALTH SERVICES.

OBJECTIVE 1

MAINTAIN EXISTING POLICE AND FIRE SERVICES.

POLICY 1

Support development of new police station in South Bayshore.

The new district police station proposed for Williams Avenue at Newhall Avenue in South Bayshore would provide a more central location for police services in the southeast section of the city. The new station would also reflect improved standards and technological advances in the area of police operations.

POLICY 2

Support maintenance of five existing fire stations located within or nearby South Bayshore.

South Bayshore covers a large land area, approximately six square miles. The five fire stations currently serving the district are essential to assuring that all areas—residential, commercial, industrial—receive prompt and effective fire services. The continued existence and maintenance of these fire stations should be supported.

The Fire Department is installing new lines for a “high pressure” water pressure system to be used exclusively that will significantly improve fire fighting capacity in the district.

POLICY 3

Support improved health services that are more relevant to social-oriented health problems in South Bayshore.

South Bayshore is adequately served by general purpose health facilities. However, there is an urgent need for specialized health programs that directly relate to pressing social problems, such as drug abuse and teen-age pregnancies. Problems related to drug rehabilitation are especially acute. There are few programs available for lower income drug abusers seeking long-term treatment frequently necessary for recuperation. Many of these problems are related to a decline in federal and state funding. A concentrated effort is needed to develop specialized health programs that are directly relevant to these pressing social problems.

ENERGY

PROMOTE THE EFFICIENT USE OF ENERGY RESOURCES IN SOUTH BAYSHORE TO ENCOURAGE ECONOMIC DEVELOPMENT; SUPPORT THE ACHIEVEMENT OF OTHER COMMUNITY GOALS THROUGH THE IMPROVED MANAGEMENT OF ENERGY RESOURCES.

In San Francisco, annual energy expenditures currently average \$650 million. Since San Francisco imports almost all of its energy supplies, a major portion of the \$650 million leaves San Francisco, constituting an enormous drain on the local economy. Energy conservation and the use of local renewable energy technologies can help retain dollars in the community and can contribute to increased demand for local goods and services and the creation of new local job opportunities.

Over the past fifteen years, the United States has become a net importer of energy. Increased U.S. dependency on imported fossil fuels has made our country increasingly vulnerable to external events, posing a threat to our economy and national security. Following the 1975 oil crisis, federal, state and local energy conservation programs were instituted. As a result, during the period when the U.S. economy grew by thirty-three percent, energy consumption actually shrank by two percent. But these figures only begin to show the potential. In spite of our improved energy efficiency, the United States is still in the bottom fifth of all nations in terms of energy use per dollar of gross national product.

The City's goals for energy efficiency are expressed in the Environmental Protection Element of the Master Plan as: (1) to increase the efficiency with which energy is used locally; (2) to diversify the present balance of resource supplies to meet local energy needs; (3) to foster the economic development of energy management services and renewable energy systems; and (4) to encourage the active participation of members of the community in carrying out this program.

The City's concern is to decrease the drain of capital from the local economy in the form of energy purchases from outside the city, and to significantly reduce personal and business energy costs. In addition, energy conservation can contribute to the long term affordability of both housing and business uses, and to the attractiveness of the community as a place for living and working.

OBJECTIVE 1

SUPPORT COMMUNITY ECONOMIC DEVELOPMENT AND REVITALIZATION THROUGH ENERGY MANAGEMENT AND ALTERNATIVE ENERGY TECHNOLOGIES.

POLICY 1

Promote the South Bayshore as an area for implementing energy conservation and alternative energy supply initiatives.

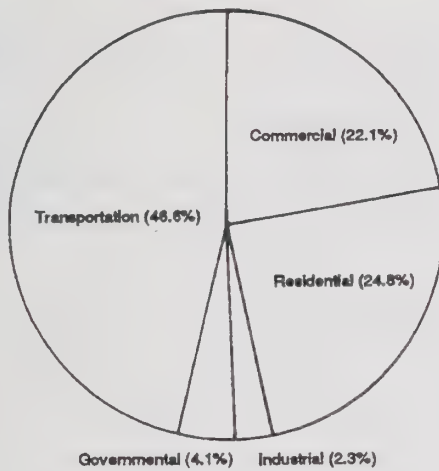
Energy efficiency can serve as an important economic development tool in South Bayshore. Specifically, appropriate energy policies can:

Lower the costs of living and doing business in South Bayshore and mitigate the effects of variations in energy supply and cost.

Contribute to local business development and revitalization. Efficient use of all resources, not just capital and labor, can make a difference in a business's bottom line profits.

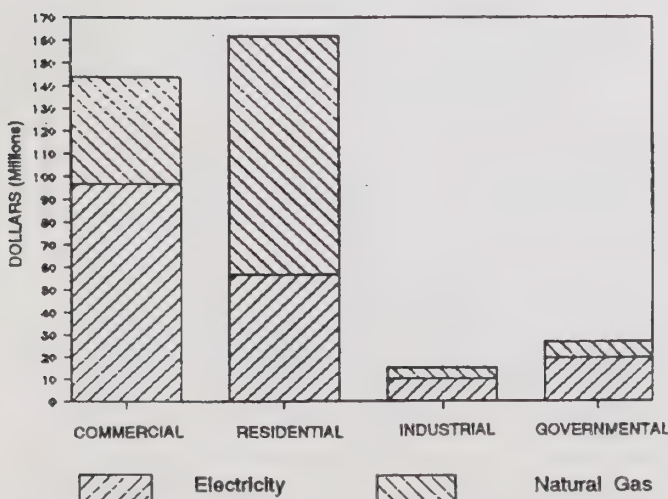
Minimize operating costs of new housing and commercial developments through energy efficient design.

San Francisco Total Energy Costs
(1980 Costs = 552 Million Dollars)



Upgrade existing public facilities by implementing energy saving programs and capital improvements, thereby expanding the power of tax dollars and improving the comfort and aesthetics of facilities.

San Francisco Buildings
(1980 Energy Costs by Fuel Type)



Provide job development opportunities to meet community needs. Conservation and renewable energy technologies are labor-intensive in nature, offering opportunities for addressing job training and employment needs. Community talents, resources and businesses can be brought together in a coordinated effort to both establish new job opportunities and train workers in skills that will help bring about community energy savings.

Implementation Actions

- 1) Work with appropriate Federal, State, City offices and PG&E to explore potential energy conservation and alternative energy projects in South Bayshore.
- 2) Have the New Bayview Committee work with PG&E and to the Mayor's Office of Business and Economic Development to encourage greater use of currently available residential and commercial energy conservation programs (i.e. low income direct weatherization, rebates, etc.). In addition, the New Bayview Committee should work with the Mayor's Office of Housing and Economic Development to make resources available for energy improvements more visible and accessible to property owners and businesses.
- 3) Increase information and resources available to the San Francisco Housing Authority, Redevelopment Agency, Department of Public Works, non-profit community development corporations and private developers to ensure that energy efficiency and alternative energy options are given serious consideration in the design of new developments and major renovations.

POLICY 2

Strengthen linkages between district energy planning efforts and overall community development goals and objectives.

Every attempt should be made to integrate energy planning with other community goals and revitalization efforts. The ideal time to address energy use in existing buildings, for example, is during major rehabilitation.

Implementation Actions

- 1) Work with community based institutions, such as Young Community Developers and the Southeast Community College Center, to increase job training programs that recognize employment opportunities arising from local energy conservation activities. If there is strong community support, work to establish a "Community Resource Conservation Corps". The Corps would serve as a means to carry out energy saving/money generating conservation projects and teach participants job and leadership skills. A project such as this could be supported by local businesses, other community based organizations as well as by the savings or profits generated by the group's activities.
- 2) Work with the City's economic development related entities and appropriate community organizations, such as the Urban Economic Development Corporation and Women's Initiative for Self-Employment Inc. to develop and implement a plan to establish an energy related incubator industry or service company in one of the South Bayshore industrial areas.
- 3) Explore the possibility of establishing a community based energy-ecology center in South Bayshore to provide comprehensive education and technical services and assistance to residents and businesses.

OBJECTIVE 2

REDUCE THE OUTFLOW OF DOLLARS FROM THE COMMUNITY DUE TO EXPENDITURES ON ENERGY THROUGH THE IMPROVED ENERGY MANAGEMENT OF TRANSPORTATION, HOUSING, COMMERCE AND INDUSTRY, AND COMMUNITY FACILITIES.

POLICY 1

Encourage land use patterns which will reduce transportation needs and encourage methods of transportation which will use less energy.

Transportation activities represent about a quarter of the energy use and costs in San Francisco. It appears that the

South Bayshore community has above average potential for reducing transportation energy use. At present residents shop and drive outside of the local area more than residents in other parts of the City because of the lower density character of South Bayshore. However, as population density increases with more residential and economic growth, there is likely to be an increased need and demand for public transit services. If more residents are encouraged to use public transit services, this would reduce auto use and in turn the economic, environmental, and health costs associated with such use.

The energy used to move people and goods in a community is determined in part by patterns of development. The spatial relationships of individual buildings and entire neighborhoods-their density and the degree to which different kinds of uses are integrated-determine in part how far and by what means people travel. Land use organization can provide for more efficient use of energy by promoting more compact development, and by locating new developments close to a variety of services and facilities. Such land use practices result in reduced dependency on the automobile and increased efficiency of mass transit systems.

Implementation Actions

- 1) Encourage land use practices that will minimize travel requirements between working, shopping, recreation, school and child care facilities and promote greater integration of land uses.
- 2) Build up the residential population density in underutilized areas to increase the efficiency of the mass transit system, and provide more opportunity for future improvements in public transportation.
- 3) Promote the use of mass transit by implementing improvements in public transit services.
- 4) Support a light rail extension through South Bayshore.
- 5) Promote bicycling and walking in South Bayshore as an alternative to the automobile by making it safer and more convenient.
- 6) Provide for greater dissemination of information to South Bayshore to businesses and residents on the benefits of car pooling and van pooling.

POLICY 2

Enhance the energy efficiency of housing in South Bayshore.

The residential sector consumes nearly one fourth of the electricity and approximately two-thirds of the natural gas used in San Francisco. Natural gas is used primarily for space and water heating while electricity is used for lighting and appliances. Approximately eighty percent of the housing in South Bayshore consists of single family homes compared to thirty four percent city wide. Single family homes are much more energy consuming than multifamily homes, thus also having a greater potential for energy savings. Furthermore, single family homes and multifamily homes in South Bayshore consume more gas and electricity per unit than homes found in any other area of San Francisco. Approximately sixty percent of the homes in South Bayshore were built prior to 1949 and ninety percent prior to the adoption of the California building energy standards. There is usually a direct correlation between residential building age and poor energy efficiency since the buildings were built when energy prices were low and few energy saving measures were included. In South Bayshore residential natural gas usage represents significant energy savings potential. Cost-effective weatherization measures and more efficient operation of space and water heating can contribute to lower energy costs.

Residents in South Bayshore should have much interest and incentive for achieving energy savings through home energy saving improvements. There is a much higher percentage of home owners in South Bayshore than in the city as a whole, and residents show a marked degree of stability. A large percentage of residents who do rent pay their own utility bills. Residents at South Bayshore would benefit from energy efficient rehabilitation in several ways. Energy measures would bring improved cash flow, improved building conditions, increased comfort, stabilized rents and improved resale values of homes.

Energy efficient design and construction techniques in new housing will contribute to the long term affordability of housing through lowered energy costs. Energy efficient design measures, in addition, can add amenities such as greatly increased comfort or increased daylight. Lower utility costs and the associated amenities from these design measures can also serve as a marketing tool attracting residents to new housing developments.

Implementation Actions

- 1) Promote improvement in the energy efficiency of existing housing at South Bayshore through basic home weatherization improvements.
- 2) Provide guidelines to residential builders and developers on energy efficient design and construction techniques for new housing in South Bayshore.
- 3) Explore low energy consuming construction techniques for new housing. Such techniques would contribute to lower housing costs.
- 4) Educate local real estate agencies on the marketability of energy efficient design and construction techniques.
- 5) Explore the possibility of alternative supply options such as district heating and passive solar heating.

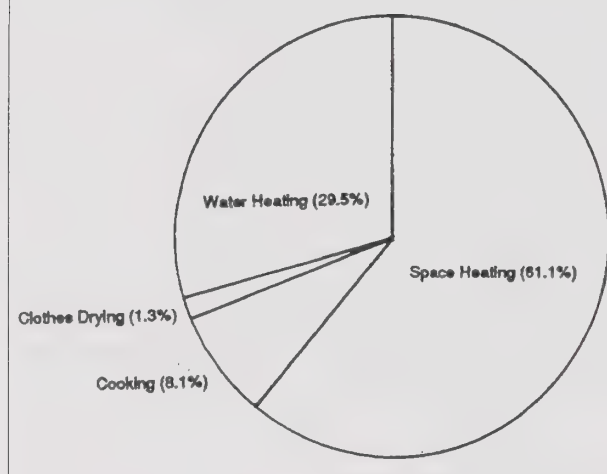
POLICY 3

Promote effective energy management practices in new and existing commercial and industrial facilities to increase energy efficiency and maintain the economic viability of businesses.

In San Francisco, the commercial and industrial sectors spend approximately two hundred and fifty million dollars a year for electricity and one hundred and thirty-two million dollars a year for natural gas in San Francisco. Energy conservation in the commercial and industrial sectors is important at South Bayshore because of the large number of businesses located there. South Bayshore is one of San Francisco's most important locations for industrial activity. Industrial use in South Bayshore includes 139 manufacturing establishments with over one million square feet of building area. The commercial sector, with more than seven and a half million square feet of building area, consists of 454 warehouse and distribution establishments, 167 retail establishments, 152 service establishments and 67 office establishments.

In the commercial and industrial sectors, electricity is used for lighting, air conditioning, office equipment and industrial operations such as welding, while natural gas is used for space and water heating, food storage/preparation and metal fabrication. The greatest energy savings

San Francisco Residences Natural Gas Use



can be achieved through improved design, management and maintenance of lighting, heating, ventilation and air conditioning (HVAC) systems. An effective conservation program will save businesses substantial amounts of money that can then be reinvested in the local economy.

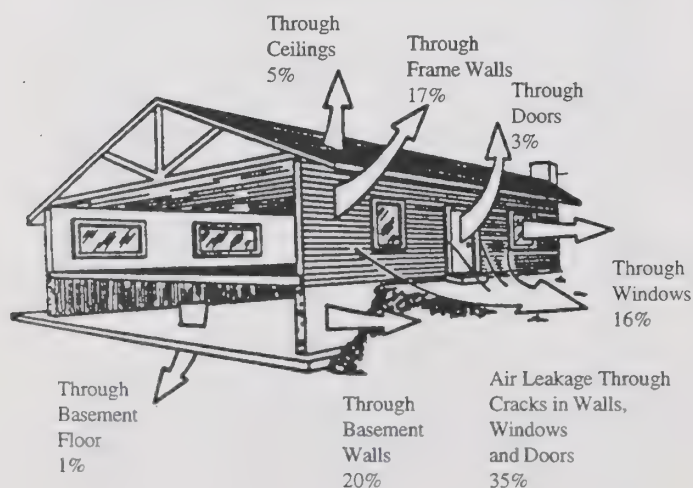
Energy costs can represent a significant portion of expenses for businesses. Low energy costs are especially critical to the profitability of energy sensitive businesses. In cities experiencing an exodus of business from the city, high energy costs are frequently cited as a major factor. In

South Bayshore, reduced energy costs can be used as a tool for retaining existing businesses and attracting new businesses. Furthermore, energy efficiency is also relevant to building owners by enhancing the marketability of buildings to potential tenants and owners. Efficient buildings have better long-term property values, tend to be more attractive, especially to institutional owners, and are often more comfortable.

Implementation Actions

- 1) Increase the awareness in commercial and industrial businesses of the linkage between energy operating costs and business economic viability.
- 2) Explore financing options and incentives such as loans, grants and utility rebates for investments in energy conservation measures in businesses.
- 3) Coordinate energy conservation strategies with local efforts on commercial revitalization and rehabilitation.
- 4) Provide guidelines to builders, contractors, and developers on energy efficient design and construction of new commercial and industrial facilities.
- 5) Explore the possibility of alternative supply options such as district cooling or cogeneration.

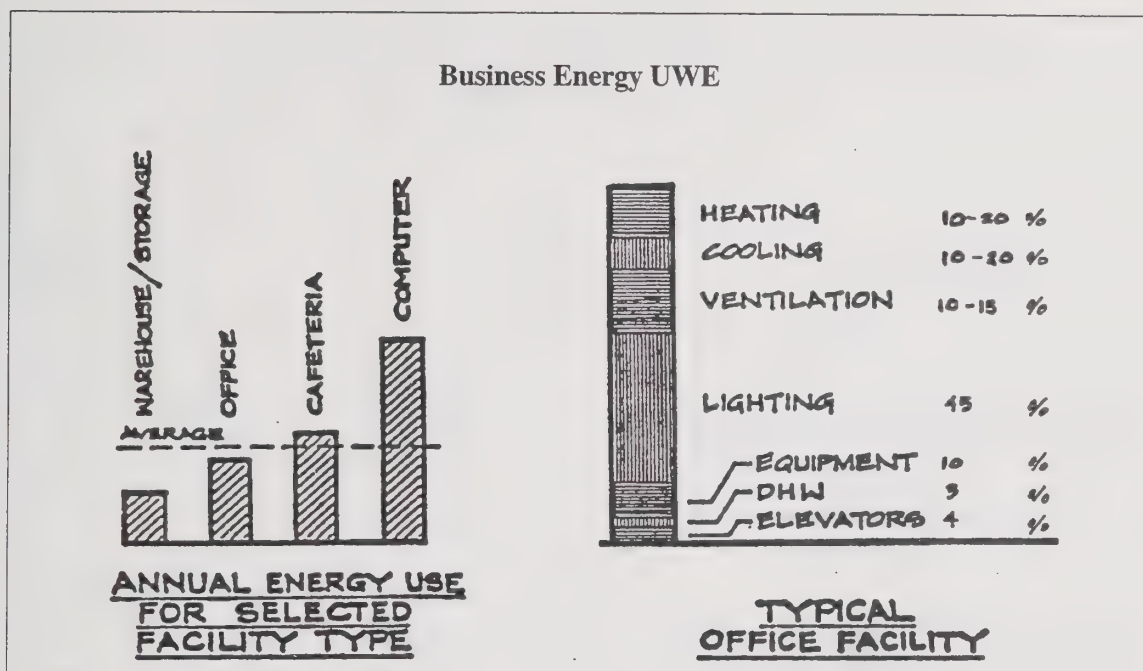
Heat Loss Through Various Parts of a House



POLICY 4

Encourage energy conservation and resource management in community facilities and operations in South Bayshore.

There is a relatively large concentration of community facilities in South Bayshore including schools, libraries, child care and community centers, fire stations, recreation and park facilities and the sewage water treatment plant. Improving the energy efficiency of these facilities could result in more tax dollars being directed towards delivery of community services. Energy saving programs will also improve the environmental conditions and physical appearance of facilities.



The City also has a residential recycling program under development. Presently, the City recycles twenty five percent of its waste. In an effort to extend the life of our landfill and reduce costly transportation of waste to the landfill, the City has adopted a recycling goal (as stated in the 1983 County Solid Waste Management Plan) of thirty five percent by 1996. Recycling of paper, glass and metals should be encouraged in South Bayshore in appropriate locations that do not contribute to land use conflicts and environmental problems. The recycling services and convenience found in other parts of the City should also exist in the South Bayshore community. Recycling saves energy and water, reduces air and water pollution, and conserves other precious resources.

Implementation Actions

- 1) Have the Bureau of Energy Conservation target community facilities which are city owned and operated for city municipal energy conservation and monitoring programs, including measures such as modifications to lighting, heating, ventilation and air conditioning, boilers, domestic hot water systems, and energy management installation.
- 2) Have the Bureau of Energy Conservation explore the feasibility of a community pilot dividend program whereby resulting energy cost savings from community facilities are reinvested back into the community to support other important community goals.
- 3) Have the Bureau of Energy Conservation work with other city departments to provide technical advice on improving community facilities.
- 4) Support public health and safety through improved energy efficiency of street and outdoor lighting systems in South Bayshore.
- 5) Work with the City's residential recycling program to insure that South Bayshore be provided with the same recycling services and convenience found in other parts of the City.

PLANNING CODE AMENDMENTS

Of the South Bayshore Plan

MAP AMENDMENTS

Height and Bulk Reclassification

Third Street Neighborhood Commercial District
Bayview Hill Residential Districts

Property Use Reclassification

Candlestick Point State Recreation Area
Selected Lots, Bayview Residential Area (South Basin)
Fitzgerald Ingalls Residential Area
Innes Avenue Buffer Zone
Creation of Third Street Special Use District
Creation of Candlestick Point Perimeter Special Use District

TEXT AMENDMENTS

Third Street Special Use District
Candlestick Point Perimeter Special Use District

File No. _____

Ordinance No. _____

Zoning Change: _____ (DCP File No.)

ADOPTING CHANGES IN HEIGHT AND BULK DISTRICTS AND PROPERTY USE RECLASSIFICATION AS AMENDMENTS TO THE ZONING MAP OF THE CITY AND COUNTY OF SAN FRANCISCO CONCERNING PROPERTIES IN THE AREA KNOWN AS SOUTH BAYSHORE OR BAYVIEW HUNTERS POINT; BOUNDED BY ARMY STREET ON THE NORTH; THE SAN FRANCISCO / SAN MATEO COUNTY LINE ON THE SOUTH, THE JAMES LICK FREEWAY ON THE WEST, AND THE BAYLINE ON THE EAST.

Be it ordained by the People of the City and County of San Francisco:

Pursuant to Section 302(c) of the City Planning Code, Part II, Chapter II of the San Francisco Municipal Code, the following changes in height and bulk district and property use classifications are duly approved by resolution of the City Planning Commission, and hereby adopted as amendments to the Zoning Map of the City and County of San Francisco.

Section 1. The following changes in height and bulk classification along the NC-3 portion of Third Street, between McKinnon and Revere Avenues, are hereby adopted as Sectional Map 10H of the Zoning Map of the City and County of San Francisco.

Descriptions of Property

Assessor's Block/Lots:

5306/4,5,22-29;5311/3
26,27,30,33,35;5322/1,
2,40,41,43,45;5326/11/12,28;
5327/1-8;5338/1,2,5,53;
5339/7,7A,8,9,10,11

**Height and Bulk District
to be Superseded**

105-A

**Height and Bulk District
to be Approved**

40X

Section 2. The following changes in height and bulk classification for all zones on Bayview Hill outside of the Executive Park Sub-Area are hereby adopted as Sectional Map 10H of the Zoning Map of the City and County of San Francisco.

Description of Property

Assessor's Block/Lots:

4991/1C,5A,6,8,29,32,33,34,
39,40,43,44,55,56,82,84

**Height and Bulk District
to be Superseded**

40-X

**Height and Bulk District
to be Approved**

32X

Section 3. The following changes in property use classification are hereby adopted as Sectional Map 10 of the Zoning Map of the City and County of San Francisco to bring the zoning for the Candlestick Point Recreation Area into conformity with the public use of the area.

Description of Property

Assessor's Block/Lots:

4919/9-20; 4904/3-14A;
4888/total block;
4876/11; 4813,total block;
4826/total block

**Use Districts
to be Superseded**

RH-2

M-1

**Use Districts
to be Approved**

P

P

Section 4. The following changes in property use classification are hereby adopted as Sectional Map 10 of the Zoning Map of the City and County of San Francisco for selected lots in the Bayview residential area adjacent to the South Basin Light Industrial District.

Description of Property

Assessor's Block/Lots;

4829/1,10,19,20,20A;

4792/29

**Use District
to be Superseded**

M-1

**Use Districts
to be Approved**

RH-2

Section 5. The following changes in property use classification are hereby adopted as Sectional Map 10 of the Zoning Map of the City and County of San Francisco for the Fitzgerald/Ingalls area.

Description of Property

Assessor's Block/Lots:

4912/2,16;4913/3,4,6

4913/2B,4914/73

**Use Districts
to be Superseded**

CM

NC-1

**Use Districts
to be Approved**

RM-1

RM-1

Section 6. The following changes in property use classification are hereby adopted as Sectional Map 10 of the Zoning Map of the City and County of San Francisco for the south side of Innes Avenue bounded by Hawes and Fitch Streets.

Description of Property

Assessor's Block/Lots
4653/total block
4654/12,13,14,14A,14B

**Use Districts
to be Superseded**
RH-1

**Use Districts
to be Approved**
RH-1(S)

Section 7. The following changes are hereby adopted as an overlay for Sectional Map 10 of the City and County of San Francisco for the area of Third Street from between Evans Avenue and Meade Avenue and covering all properties fronting Third Street.

Description of Property

Assessor's Blocks/Lots:
5235/11,3; 5242/21-25,
42,1,2,7,31; 5253/29,30-34,8,3,1,236; 5260/1-3,32,
34-36; 5272/45,3,10,95
5273/13A,14; 5278/14-16;
5291/17a-c,8-27,&30; 5296/16-21,23A,31,& 33; 5306/22-29, & 4-5;
5311/26,27,30,33,35,&36;
5311/3 & 34; 5322/1,2,40,41,43,&45;
5326/11,12,& 28; 5327/1-8;
5338/1,2,6,8,& 53; 5339/7-11; 5342/7,8,9A & 10; 5359,4,4A,4B,& 5;5358/3,4,5A,8,9,11A-16,
25-27,& 29; 5411/1-18; 5387/22,9,10,17; 5387/9,10,17,& 22; 5413/17
5414, 5418, 5419, 5421, 5429, 5431, 4881; 5431A, 4940/12A,12B,24
5420
4940/23; 4941/ ;
4961/ ; 4967/16,17,20-22,& 40; 4968/18,19,21,32,& 34;
5461/

**Use Districts
to be Superseded**
M-1
NC-3
M-1
P
NC-3

**Use Districts
to be Approved**
Underlying Zones M-1, NC-3, P and Third Street
Special Use District

Section 8. The following changes are hereby adopted as an overlay for Sectional Map 10 of the Zoning Map of the City and County of San Francisco for the stretch of land bordering the eastern edge of the Candlestick Point State Recreation Area, beginning at Donahue Street between Gilman Avenue and Egbert Avenue, thence northwesterly to and inclusive of the Alice Griffith public housing project, then northeasterly between Ingalls Avenue and the eastern boundary of the State Park to Van Dyke Avenue; the entire stretch of land being referred to in the South Bayshore Plan as the Candlestick Point Perimeter area.

Description of Property

Assessor's Blocks:

4827, 4838(portion), 4845, 4846, 4851, 4852, 4877, 4878, 4884(portion), 4918, 4934,& 4935

Use Districts

to be Superseded

M-1,P,RM-1

Use District

Hereby Approved

Underlying Zones RH-2, NC-1 and

Candlestick Point

Perimeter Special Use

District

Section 2. Pursuant to Section 101 of the Code the Board of Supervisors adopts City Planning Commission Resolution No. _____ approving findings related to the Eight Priority Policies of Section 101.1 of the Planning Code.

APPROVED AS TO FORM:

LOUISE RENNE, CITY ATTORNEY

By _____
Deputy City Attorney

RECOMMENDED:

CITY PLANNING COMMISSION

By _____
Lu Blazej, Director of Planning

FILE NO. _____

ORDINANCE NO. _____

(Third Street Special Use District Restricting Liquor Stores)
(Candlestick Point Perimeter Special Use District)

AMENDING PART II, CHAPTER II OF THE SAN FRANCISCO MUNICIPAL CODE (CITY PLANNING CODE) BY ADDING SECTION 249.14 TO ESTABLISH A SPECIAL USE DISTRICT PROHIBITING ESTABLISHMENT OF RETAIL OUTLETS SELLING ALCOHOLIC BEVERAGES, WHETHER DISTILLED SPIRITS OR BEER OR WINE, WITHOUT CONDITIONAL USE APPROVAL ON THIRD STREET FROM ARMY STREET TO MEADE AVENUE ENCOMPASSING ALL COMMERCIALY AND INDUSTRIALLY-ZONED PROPERTIES OCCUPYING THE FRONTAGE OF THIS SEGMENT OF THIRD STREET; AND BY ADDING SECTION 249.15 TO ESTABLISH THE CANDLESTICK POINT PERIMETER SPECIAL USE DISTRICT REZONING APPROXIMATELY TWENTY ACRES OF LAND BORDERING THE CANDLESTICK POINT STATE RECREATION AREA FROM INDUSTRIAL TO RESIDENTIAL WITH SUPPORTING RETAIL AND REQUIRING CONDITIONAL USE APPROVAL FOR ANY NEW PROPOSED DEVELOPMENT IN THE SUBJECT AREA

Be it ordained by the City and County of San Francisco:

Section 1. Part II, Chapter II of the San Francisco Municipal Code (City Planning Code) is hereby amended by adding Section 249.14 as follows:

SEC. 249.14. THIRD STREET SPECIAL USE DISTRICT

(a) Findings.

- 1) Survey results in the basic fact-finding report for the South Bay Plan, The South Bayshore Issues Report (November 1987), found that Third Street, from Army Street to Meade Street, contains twice as many liquor stores as neighborhood commercial strips of a similar size in San Francisco.
- 2) This heavy concentration of liquor stores is a major source of blight by attracting loitering, public drinking, vehicular double parking and other social problems which give a negative image to Third Street.
- 3) The growth in liquor stores has come at the expense of a decline in essential neighborhood retail outlets, such as locksmiths, clothing stores, laundries, etc.
- 4) Because of the lack of essential neighborhood retail services on Third Street, Bayview residents from surrounding neighborhoods tend to go outside the area to shop.
- 5) The negative image created by an overconcentration of liquor stores on Third Street is a major deterrent to attracting the investment needed to revitalize the district as a whole.

The Board of Supervisors hereby finds and declares as follows:

(b) Purpose. There shall be a special use district known as the Third Street Special Use District, as designated on Sectional Map No. 10 of the Zoning Map of the City and County of San Francisco. The purpose of this special use district is to restrict overconcentration of liquor stores on Third Street, encourage a healthier mix of essential neighborhood-serving retail uses, and thereby enhance the social and economic vitality of Third Street as the primary neighborhood commercial district for the Bayview Hunters Point area.

(c) Controls. Conditional use approval shall be required for all retail outlets which sell alcoholic beverages, whether distilled spirits or beer or wine. This control applies to all buildings and lots which abut Third Street between Evans and Meade Avenues and is the boundary for the Third Street SUD.

Section 2. Part II, Chapter II of the San Francisco Municipal Code (City Planning Code) is hereby amended by adding Section 249.15 as follows:

SEC. 249.15 CANDLESTICK POINT PERIMETER SPECIAL USE DISTRICT

(a) Findings.

- 1) The land use inventory conducted for the South Bayshore Plan shows that conflict and incompatibility between industry, housing, and open space are most acute along the eastern edge of the Candlestick Point State Recreation area, as shown in Sectional Map 10 of the Zoning Map of the City and County of San Francisco.
- 2) Much of the land consists of vacant or underused industrially-zoned land which is not working well for adjacent or nearby housing, industry, or open space.
- 3) Many of the existing uses, e.g. auto wrecking yards, open air industries, do not provide a supportive environment for the State Park and has adverse visual and environmental impacts on nearby residential neighborhoods.
- 4) The present land use conflicts in the area involve close physical proximity among the following diverse uses: Candlestick Point State Recreation Area, Candlestick Stadium, Alice Griffith public housing project, the South Basin light industrial area, and private residential areas.
- 5) Housing with supporting retail would provide a more attractive supportive environment for the State Park as well as amenities for worker and residents in the surrounding industrial and residential areas, through proper urban design it could achieve land use harmony in one of the most complex and conflict-ridden areas of the city.

The Board of Supervisors hereby finds and declares as follows:

(b) Purpose. There shall be a special use district known as the Candlestick Point Perimeter Special Use District, designated in Sectional Map 10 of the Zoning Map of the City and County of San Francisco. The land use pattern in this area is one of the most complex and problematic of the city as a whole posed by a variety of conflicting uses existing adjacent or in close proximity to one another. These uses include: Candlestick Stadium, the Candlestick Point State Recreation Area, the South Basin light industrial area, Alice Griffith public housing project, and private residential areas. In addition, there are problems related to soil toxicity, soil instability, circulation problems, and parking congestion on game-day events at the stadium.

(c) Controls. All uses proposed for the Candlestick Point Perimeter Special Use District shall require conditional use approval pursuant to Section 303(c) and (d) of the Planning Code. In addition to the criteria for conditional use review already stated in Section 303, conditional use review for any new development in this special use district shall also consider resolution of the following issues:

- (1) the impact on human health posed by soil toxicity
- (2) adverse environmental impacts of industry or housing
- (3) conflict between residential and industrial vehicular traffic
- (4) the impact soil instability of building construction
- (5) the limited land for spillover parking from vehicular traffic at
- (6) Candlestick Stadium on game day events
- (7) any related problems or issues pursuant to the harmonization of different land use activities in this area

Section 3. This legislation is found to be consistent with the Master Plan Priority Policies of City Planning Code Section 101.1 as follows:

1) By seeking harmony between industry, housing and open space, and thereby making each such use economically viable and physically attractive through improved circulation and parking, this legislation is pertinent to and consistent with Priority Policies 2) Conserve Existing Housing, Neighborhood Character and Economic Diversity 4) Enhance Neighborhood Traffic and Parking Conditions 5) Maintain Diverse Economic Base, and 8) Protect and Enhance Parks and Open Space.

2) To the extent that the new housing developed on the Candlestick Point Perimeter site is affordable and has supporting retail activity that does not detract from the economic vitality of existing retail areas in South Bayshore, it will also be consistent with Priority Policies 1) Preserve Neighborhood Retail and Enhance Resident Employment and Ownership Opportunities and 3) Preserve and Enhance Affordable Housing

3) Since the conditional use criteria for the Candlestick Point Perimeter Special Use District requires remediation of soil instability to secure stable foundation for any new building activity, it is also pertinent to Priority Policy 6) on Earthquake Safety.

4) By restricting overconcentration of liquor retail activity and encouraging a healthier mix of neighborhood-serving retail uses, the legislation is found to be especially pertinent to and consistent with Priority Policies 1) Preserve Neighborhood Retail and Enhance Resident Employment and Ownership Activities; 2) Conserve Existing Housing, Neighborhood Character and Cultural and Economic Diversity; 4) Enhance Neighborhood Traffic and Parking Conditions; and 5) Maintain Diverse Economic Base.

5) To the extent that the legislation encourages housing over commercial as an alternative to liquor retail outlets on Third Street, it also advances Priority Policy 3) Preserve and Enhance Affordable Housing.

6) The legislation is not applicable to Priority Policy 7) Landmark Preservation.

APPROVED AS TO FORM:

RECOMMENDED:

LOUISE RENNE, CITY ATTORNEY

By _____

Deputy City Attorney

CITY PLANNING COMMISSION

By _____

Lu Blazej, Director of Planning

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